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ABSTRACT

A study of postsecondary education in Canada considers admission policies, the relationship between university programs and career opportunities, continuing education, and the relative roles of universities and community colleges. Three problems are discussed: the economic situation which calls into question the value of the high cost postsecondary system with its uncertain economic benefits, the changed nature of the secondary school curriculum, and the decline in the traditional university age population. The nature and purpose of universities are considered with respect to the liberal arts and sciences, professional schools, and graduate education. The need for continuing education, types of study, and the need for greater organization of the educational system are discussed. Postsecondary institutions by provinces are described and are compared to the university systems with regard to admissions and academic programs. National policy issues considered include accessibility, transferability, and rationalization and coordination. Possible roles in educational planning and coordination of the Federal government and the Council of Ministers of Education are discussed. Recommendations are offered on all of the topics. (SW)

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AUCC POLICY STUDIES

STUDY NO. 1

THE ROLE OF THE UNIVERSITY WITH RESPECT TO ENROLMENTS AND CAREER OPPORTUNITIES, ADMISSION POLICIES, CONTINUING EDUCATION AND COMMUNITY COLLEGES

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Association of Universities
and Colleges of Canada

December 1977

THE ROLE OF THE UNIVERSITY WITH RESPECT TO ENROLMENTS AND CAREER OPPORTUNITIES, ADMISSION POLICIES, CONTINUING EDUCATION AND COMMUNITY COLLEGES

Prepared by the Task Force for the study:
Maurice Barbeau
Iain Bruce
John Clake
Jan Morgan
Robert Patry
Marion Porter, coordinator

submitted to: The Board of Directors of the Association
of Universities and Colleges of Canada

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Introduction

This study is one of four that were organized by the AUCC in 1976 in response to the concerns about the future of the universities that were discussed in two conferences in the spring of that year. One was a federal-provincial seminar on Canadian universities in March, and the other was on "The University of the Future" in May, co-sponsored by the Royal Society.

This report explores four aspects of post-secondary education in Canada about which there have been questions and controversy. They are admission policies, the relationship between university programs and career opportunities, continuing education, and the relative roles of universities and community colleges.

During the 1960's a policy of accessibility to post-secondary education for all who wished it and were capable of benefiting from it was embraced by all provincial governments. Education was seen as a means by which many of the objectives of the society could be attained, among them economic growth and equality of opportunity. The First Annual Review of the Economic Council of Canada urged an increase in the number of people with bachelor's and doctor's degrees, pointing out the gap that existed between the United States and Canada in the proportion of the population that were university graduates and attributing the difference in productivity between the two countries to this gap. Commissions on education that met during the late sixties and early seventies all endorsed a policy of accessibility in their reports.[1] The result of this commitment to accessibility was an enormous expansion in opportunities for post-secondary education and in enrolments in post-secondary educational institutions, as can be seen in Table 1. Much of the increase in enrolments was no doubt due to encouragement that secondary school students were given to stay in school and to continue to post-secondary education for the great financial rewards they could expect to gain.

In the seventies in a period of economic recession, with high unemployment rates among university as well as high school graduates, questions are raised about the high costs of post-secondary education, and it becomes necessary to examine the situation, reconsider the policy that led to such an expansion, and to justify the position that the university occupies and, in a time of economic constraint, the amount that it costs. The economic situation provokes the questions: are there too many graduates? Should the universities continue to follow a policy of accessibility? Should the university try to relate its programs to the needs of the labour market? Obviously, an élitist post-secondary system which restricted enrolments to only a small proportion of the most academically able would be a less expensive one.

A second problem for the universities has arisen because of the changes in the secondary system of education during the last ten years. Along with the expansion of post-secondary opportunities there was during the late sixties and seventies a transformation of the structure, curricula, and methods of evaluation in the high schools in all provinces in order to make the secondary school system more flexible and more responsive to the needs of individual students. Standard provincial examinations were believed to be a barrier to the desired flexibility. Students learned only the subject matter that was likely to be on examinations and teachers throughout a province were forced to teach a uniform subject matter in a standardized way in order to prepare their students for these examinations.

The educational system was catering to the needs of university bound students and largely ignoring the special needs of the great majority who would not go to university. Throughout Canada during these years there was increasing diversity in school programs. Credit systems, subject promotion, individual time-tabling, a wide choice of options, and the disappearance of provincial examinations characterized the educational systems by the mid-seventies. One of the consequences of the abolition of provincial examinations has been that standards vary from school to school and universities no longer have as objective a measure of the capability of students. Furthermore, in many provinces English and mathematics courses have not been required for graduation diplomas. And even when students have taken courses in English and mathematics they may not have been required to reach the level of competence in language and mathematical skills that has been considered essential for university work. There has been growing concern about problems of literacy and numeracy.

University academics have been vocal in their criticism of the performance of high school graduates and editorial writers across the country have deplored the lack of basic skills as revealed by the large proportions of freshmen who have failed to pass English tests administered by the universities. An editorial in the Toronto Globe and Mail in May 1975, for example, remarked that "Brock University is the latest, after surveying 33 universities across the country, to recognize that it will have to teach basic English skills." And in April 1976 an editorial in the Edmonton Journal declared that the abolition of departmental examinations was a mistake.

On the other hand there have been some dissenting views. Lionel Orlikow, the Deputy Minister of Education of Manitoba, was quoted by the Winnipeg Free Press as saying that the evidence of collapse was not convincing, and that naturally average high school performance is lower. The high school is no longer an élitist body for the few who go to university. Thomas Wells, Minister of Education in Ontario, declared in the legislature, "Universities are free to screen if they wish. The high school system does not exist only for the universities. They have the responsibility for all young people for various careers." What should be the universities' policy in response to this situation? Should they impose their own entrance examinations? Should they admit graduates of high schools on the basis of the school's evaluation and be prepared to offer remedial courses?

A third problem facing the universities is the changing demographic structure of the population and its effect on university enrolments. Traditionally the university population has been largely drawn from the 18-24 year olds in the population. Max von-Zur-Muehlen and Z. Zsigmond of Statistics Canada have made predictions of population changes and their consequences for the universities. With the key assumptions of a fertility rate of 2.2. and net annual migration of 60,000 they predict that the population of 18-24 year olds in Canada will increase to a high 3.3. million in 1981 and will thereafter decline fairly rapidly to 2.6 million by 1991. There will, however, be regional variations on certain assumptions of differential fertility rates and net migration. During the 1980's the decline in the population of 18-24 year olds will be 25 percent in the Atlantic provinces, 39 percent in Quebec, 13 percent in Ontario, 26 percent in the Prairie provinces, and only 5 percent in British Columbia. The decline in the size of this age group starts first in Quebec in 1979, while at the other extreme it does not occur in British Columbia until 1983.[2]

If the participation rate of the 18-24 year age group in the universities remains constant, and if there is no increased participation by other age groups, enrolments in universities will obviously also decline. But enrolments can be affected by admission policies, by the availability of financial assistance, by job opportunities for university graduates, and by the participation of young people in community colleges and other non-university forms of post-secondary education. The universities must consider what policies they must follow in order to make best use of their establishments and personnel. They must consider whether an emphasis on continuing education might be appropriate. And in this connection especially they must consider the role of the community colleges and how it relates to the function of the university.

These three problems: the economic situation which calls into question the value of the high cost post-secondary system with its uncertain economic benefits, the changed nature of the secondary school curriculum, and the decline in the traditional university age population are the issues with which this report deals. It focuses on the four aspects of post-secondary education which we mentioned before: admission policies, the relationship between university programs and career opportunities, continuing education, and the relative roles of universities and community colleges. What we are concerned with is the nature and purpose of the university. Since the questions of admission policies, and the relationship between programs and career opportunities are different for different subdivisions of the university we will discuss first the nature and purpose of universities with respect to the liberal arts and sciences, then with respect to professional schools and finally with respect to graduate education. We will then consider continuing education, what it is, and whether it is a responsibility of the universities or the community colleges, and finally we will examine the role of the community colleges in relation to the universities.

TABLE I

University education growth, 1961-62 to 1975-76

	1961-62	1965-66	1969-70	1975-76
Enrolment in Full-Time Equivalent [1]	137,000	225,000	325,000	420,000
Operating Expenditures (constant dollars) in million of dollars [2]	200	400	850	1,250
Number of degrees awarded	26,250	44,000	70,000	95,000
Number of Full-Time Teaching Staff	9,000	15,000	22,000	30,000

1. Calculated on full-time credit enrolment.

2. Deflator C.P.I. 1961 = 100.

Statistics Canada: Canadian Universities, A Statistical Summary November 1976

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Influential Reports were:

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CHAPTER 1

THE NATURE AND PURPOSE OF UNIVERSITIES

I An Overall View[1]

The planning of university development in a fluid society and in the context of uncertain budgetary constraints cannot be made an exact science. Nevertheless, the processes of development or of restraint, as the case may be, can, indeed must, be orderly processes. But order can only be properly achieved if the general nature and purpose of the institution is defined and if that definition is widely accepted as valid.

From the acceptance of such a definition should flow conclusions concerning priorities and the potential for a generalized program designed to accomplish approved ends which would be sufficiently flexible to be accommodated to changing conditions.

A university is a special kind of institution primarily concerned with higher education. Its status in society derives from several distinguishing characteristics: it is concerned with the encouragement and development of intellectual excellence; it seeks to foster the kind of education that makes for intelligent and sensitive citizenship and effective leadership; it provides a setting in which ideas of all sorts are developed, scrutinized, discussed, and evaluated; it encourages its members to pursue knowledge both as a good in itself and as a means of solving some of the problems in a changing world; it makes its resources of learning available to the community at large; and it trains adult students in the application of specialized knowledge.

These distinguishing characteristics of a university are not listed in a particular order of priorities because there is no such order. Nor should the fact that they are listed discretely be taken to imply a separation of functions within the institution. The dissemination of knowledge and the pursuit of new knowledge, taken together as the advancement of learning, may be seen as an end in itself but it is only part of the process of education. Training in the application of specialized knowledge is, and has long been recognized as, a legitimate function of the university but it is only legitimized when it is seen as part of the development of that intellect and of that critical temper which society expects university graduates to be capable of exercising. In short, it is in the articulation of the special features of liberal education, basic research, and professional training that the university demonstrates its unique attributes.

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[1] Much of this section is drawn from the report of a Memorial University Task Force on University Priorities, 1976.

It will be observed that the definition suggested above makes no reference to the conventional wisdom of the past two decades which advanced the view that higher education was not only a major instrument for effecting economic growth but also the panacea par excellence to cure such basic problems as poverty and unemployment. The omission is deliberate for, though we do not deny the economic importance of higher education, we believe that it is but one element in the complex of associated political and economic processes that might offer solutions to fundamental social ills. Nevertheless, the dissipation of the high optimism of a few years ago has left large segments of the public disillusioned, confused, and disposed towards an irrational attack upon higher education itself.

For this, universities are themselves partially responsible. In their preoccupation, first with numbers, then with student radicalism, and more recently with financial constraints, they have sometimes allowed the pursuit of means to obscure the real goals of the university - the goals of transmitting to succeeding generations the hard won knowledge and wisdom of the past, and of discovering new knowledge and new wisdom that will elevate man's estate, not merely in the material sense but in the way of liberated minds, cultivated imaginations, and educated sensibilities. The real mission of the university is not an economic but a civilizing one.

Those of us who fail to see this side of the university will underrate it. We will tend to consider it as a training ground for specialists; a

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collection of prestigious professional schools in the midst of which, when the economy is sufficiently buoyant, professors are indulgently permitted to posture, to prate of academic freedom, and to practise their esoteric crafts; a production line on which appropriate numbers of automated Ph.D.'s may be assembled to meet precisely monitored market demands. None of this is, of course, to argue that the university is not vocational. It is and always has been; but it is vocational in the particular sense that technique is not allowed to be an end in itself. Rather, it educates as well as trains professionals by providing an atmosphere in which the encouragement of intellectual curiosity illuminates the place of technique in the larger scheme of things.

Perhaps the case has been argued as cogently as possible by Alexis de Tocqueville in Democracy in America.

> "If the lights that guide us ever go out", he says, "they will fade little by little, as if of their own accord. Confining ourselves to practice, we may lose sight of basic principles, and when these have been entirely forgotten, we may apply the methods derived from them badly; we might be left without the capacity to invent new methods, and only able to make a clumsy and an unintelligent use of wise procedures no longer understood.
>
> Three hundred years ago, when the first Europeans came to China, they found that almost all the arts had reached a certain degree of improvement, and they were surprised that, having come so far, they had not gone further. Later on they found traces of profound knowledge that had been forgotten. The nation was a hive of industry; the greater part of its scientific methods were still in use, but science itself was dead. That made them understand the strange immobility of mind found among this people. The Chinese, following in their fathers' steps, had forgotten the reasons which guided them. They still used the formula without asking why. They kept the tool but had not skill to adapt or replace it. So the Chinese were unable to change anything. They had to drop the idea of improvement. They had to copy their ancestors the whole time in everything for fear of straying into impenetrable darkness if they deviated for a moment from their tracks. Human knowledge had almost dried up at the fount, and though the stream still flowed, it could neither increase nor change its course."[1]

Thus, the relationship between the university and society is symbiotic. Society needs the knowledge the university preserves and extends, the university cannot meet that need without the support of the society that must nourish it. It has been well said that

> Universities don't spring up in the desert nor in primitive societies. A great University is the product of a great cultural tradition and a vital civilization. It can flourish only in a society that has the will to nourish such a tradition and the vitality to support it. It will not flourish if the civilization that supports it decays.

But because the relation is symbiotic, it should be obvious that the reverse is also true. That is to say, that whereas a university can only exist in a vital civilization, a civilization without a university will lose its essential vitality.

By the same token, science and technology are interdependent. Our society and our expectation of survival depend upon a vibrant technology which in turn rests upon the advancement of systematic knowledge in the social sciences. Withal, the keystone that locks the whole into an integrated civilization is a value system predicated upon a view of man in the universe and attentive to his yearnings for spiritual sustenance, for beauty and truth, for meaning and dignity. In the articulation of all those elements, the university is vital. That ideal for which the university stands and which individual universities to a greater or lesser degree represent, is the indispensable hub upon which the wheel of our civilized existence turns.

There is an inescapably logical extension of this argument. Universities must comprehend the past, live in the present, but exist to serve the future. Those who see the university only as the ground upon which are trained the automatons who fit neatly into pre-existing slots in the socio-economic fabric of society miss the point completely. For the real task of the university is not to train people for precise fitting into already tailored slots; rather it is to educate minds which will shape society for tomorrow, that will liberalize and humanize people for the future.

It is probably the conviction of governments, it is certainly the view of the general public, and it ought to be the policy of the universities that the first priority among the activities of a university should be teaching. And if the role of the university is to be a civilizing one, if the university is to educate anything like the numbers who currently avail themselves of undergraduate programs, if the university is not to restrict its teaching role to the training of predetermined numbers for the planned requirements of certain selected professions, the core of university teaching programs must be the humanities, the natural sciences, and the social sciences. Indeed, so central are the arts and sciences that if universities were only collections of professional schools, these schools would themselves be obliged to hire professors in a broad range of arts and science disciplines in order to ensure an acceptable standard of professional programs for their students. Within the arts and sciences, the humanities may appear the least utilitarian but are, in fact, the most central to the work of a university. Being concerned with the ideas and values of human society, they are, and we are in grave danger of failing to realize it, vital to the preservation of a free and a democratic society. It is no accident that of all the activities of a university those which are the first to be distorted or suppressed by totalitarian regimes, whether of the right or of the left, are those which we call the humanities - history, literature and philosophy - and the social sciences which share the same spirit of enquiry into the human condition. Similarly, it must be obvious, even to those who press the claims of technology, that, of itself, technology will stagnate and eventually degenerate unless it rests upon a base of science.

While it is proper that the university should act in the public interest and spend the funds entrusted to it wisely, accountability must be equated with the need to keep the university free, for it is only in freedom that its essential contribution can be made.

In both the liberal arts (including the sciences) and the professional programs, university teaching takes place at two levels, undergraduate and graduate. Indeed, further subdivisions exists, e.g., between graduate teaching at the master's level and at the doctoral level. We shall therefore turn, in due course, to an examination of these different aspects of university teaching.

II The Liberal Arts and Pure Sciences: Their Relationship to Career Opportunities

The goal of undergraduate education in arts and science is to provide programs which will enable students to develop to the maximum their potential abilities, creative, expressive, critical, and vocational. This education is, in most cases, not job-specific, although there are some fields in which a bachelor's degree may constitute a form of professional education, e.g., economics. It is therefore a responsibility of the universities to make clear to students that bachelor's degrees in arts and science, not being job-specific, do not of themselves qualify a graduate for any particular form of employment, still less guarantee any particular form of employment.

The humanities lie at the very centre of whatever it is that we call civilization. It is, perhaps, within the humanities that the relationship between university programs and career opportunities is most obsure, and at the same time that the purposes of university programs are least clear in the public mind.

The humanities make it their business to keep alive the dialogue which concerns itself with principles and policies, visions and values which enlighten and motivate the human spirit. As these are by nature intangibles, they exist only in the medium of word and thought and can only be so communicated. If it cannot be asked of them that they display their wares and produce results for all to see, it is not because they have none, but because their results are intangible too. This intangible medium of ideas and their communication in literary form is the context out of which all human practice and science spring.

The study of the humanities is pursued principally in order to produce a clear and developed sense of ourselves, whatever else should follow upon that. This it achieves in many ways: by rediscovering historically who we are and recalling where it was we were going; by continually reintroducing and representing the giants of human thought and vision as paradigms against which to measure ourselves and provide ourselves with challenge; to battle against the abstraction and ossification into which logic and language drifts without continual art, exercise, and refinement.

We believe that the quality of our society and the quality of decisions made within it would be improved if greater value were placed upon the humanities and a less precarious future confronted those who practised them or wished to do so. Humanists have proved over a long period of time that their education has been a sound training for effective work in an astonishing range of occupations. A disciplined mind trained in the humanities can usefully function in business or the public service, or anywhere else for that matter.

Science, in the university context, whether viewed for itself alone or as the bedrock upon which are built such important professions as medicine and engineering, is no luxury to be discarded when financing is difficult. It is an essential ingredient of liberal education. It is a major intellectual activity. It is the ground pinion of our existing material civilization. Indeed, the true spirit of free science, infecting the scientifically based professions, yoked with the humanistic traditions of the university, and true to itself as in the university it should be, offers perhaps the principal hope for our physical survival.

It is, of course, obvious that even if we are provided with the physical means of survival, our capacity to use those means effectively will be in questions. That is to say, we will still be concerned with the problem of human behaviour, which is the proper province of the social science disciplines. Primarily concerned with the nature of society, those disciplines use the medium of empirical research to attempt the identification and resolution of problems facing society. Being as a consequence in the forefront of rational criticism of social phenomenon, they frequently bear the brunt of public criticism of the institutions they serve. Nevertheless, without continuous assessment through research, and rational criticism based upon its results, the ideal of the open society will remain unfulfilled. Moreover, the substantive content of social science curricula, together with the growing appreciation of the inter-relationship of various fields of knowledge within the sciences and humanities as they relate to the study of man and society, give a focus to the growing conviction that intractable human problems may be solved and endemic injustices corrected. The inference is that the first steps toward solution or correction, as the case may be, are those concerned with observation, analysis, and publication.

Education in these fields has an enormous potential for the intellectual development of the individual, and one of the results of this development should be to increase the range of options or of possibilities when the graduate seeks employment or decides upon a career. If these views of the nature of the arts and science disciplines and undergraduate studies therein are accepted, it follows that the concept of an oversupply of B.A. or B.Sc. graduates makes no sense.

RECOMMENDATION 1

We recommend that there be interaction between universities and large employers, particularly the Public Service, towards creating an understanding of the role of arts and science programs and the qualities of their graduates. While these programs are not primarily vocational, evidently after three or four years in them people develop skills that are of value in the job market.

Education at the undergraduate level should therefore be available to those who are deemed qualified for admission to universities, who have the desire to pursue it, and who demonstrate as students the measure of intellectual ability and industry required for successful completion of an approved program of study.

The older student, because of his greater maturity and knowledge of the world, is likely to have an even greater interest and understanding of the subject matter of the humanities and the social sciences than the traditional university student and should be encouraged to pursue studies in these fields. The Task Force expects that, increasingly, older students will do this. We elaborate on this subject in our section on continuing education.

Employment prospects for graduates, when considered in terms of gross numbers graduating and total employment vacancies, are ultimately dependent upon whether the rate of increase of available jobs falls behind, equals, or exceeds the rate of increase in the total number of people seeking employment. In other words, if one does not discriminate between types of employment, the prospects for graduates in the country as a whole are likely to be the same as the prospects for all persons in the country as a whole. If the increase in employment opportunities for the next number of years does not match the increase in the size of the labour force, both graduates and non-graduates will have difficulty finding employment and among both groups there will be a significant measure of unemployment. It may well be the case that graduates will fare better than non-graduates in competition for jobs which would traditionally not have been sought by graduates, thereby creating a situation which is sometimes described as underemployment. And it may well be that those who do not have university degrees may be denied access to jobs that do not require high levels of skills and knowledge because employers use university degrees as a screening device in selecting among applicants.

The major issue is, however, whether it is better or not better in the national interest to educate a substantial segment of society to levels commensurate with their abilities, whether or not they are to find immediate employment. The question may be reduced to the absurd by phrasing it in this way: is it better that of ten unemployed persons, none should have received higher education or that two or three should have received higher education, given that all ten will, due to the state of the economy, be unemployed? Again, the real question is simply this, is higher education preparation of a planned number of persons to fill a predicted number of jobs requiring "highly qualified manpower" or is it something quite different, namely, the provision to those who have the capacity and the desire to benefit from it of the opportunity to develop to the maximum their potential abilities, expressive, creative, and critical, to the end that they will function better as citizens in a civilized country?

Canadian civilization is not, and hopefully never will be, the preserve of a small, educated, leisured class. Nor can Canadians pessimistically subscribe to the view of Rostovtzeff that any civilization is "bound to decay as soon as it begins to penetrate the masses". But if a mass civilization is not to be automatically doomed, a large segment of the population must learn to know the difference between literature and doggerel, to appreciate what constitutes good music and art, to understand something of the nature of technology, to understand their own society and culture, its values and beliefs, and to realize that these are the products of its history, to gain a perspective on their own society through some knowledge of other societies and other civilizations. History does not lead one to believe that free and democratic societies such as our own will last forever. They must be preserved at some effort. Ignorance of the alternatives indeed lead many who enjoy the advantages of freedom and democracy to underrate their good fortune and to talk complacently of such nonsense as the better life that a benevolent dictatorship might bring or of the benefits that an extremist regime of the political right or left would confer. In these days of mass communications media, the dangers to democracy and freedom are potentially very great. The defense against these dangers is a public which can think, reason, and analyse. People who have learned the difference between fact and opinion, who understand on what basis to determine whether what they are told is worthy of belief or not, are not likely to be deceived by the propaganda of political regimes or of big commercial interests. At the same time such people are best equipped to provide the initiatives which will strengthen democratic government and compassionate concern for the welfare of their fellow citizens. It is such people that a liberal education seeks to develop.

The Task Force believes that there cannot be too many people pursuing studies in the liberal arts and sciences and that career opportunities are not the raison d'être of these studies at an undergraduate level.

RECOMMENDATION 2

We therefore recommend that education to the bachelor's level in arts and science be available to all who are deemed qualified for admission to university, who demonstrate as students the measure of intellectual ability and industry required for successful completion of an approved program of study and who have the desire to pursue it.

RECOMMENDATION 3

We further recommend that public funds be made available in sufficient measure to ensure that those qualified to pursue a university level education will not be prevented by a lack of personal financial resources.

III Arts and Sciences: Admission Policies and Practices

Ten provincial educational jurisdictions and within them autonomous universities which determine their own entrance requirements mean inevitably some variation in admission policies across the country. To find out how these policies vary from province to province, the Task Force examined the calendars of representative universities in each province and then telephoned the registrars or other admission officials for supplementary information. The universities selected were: the University of British Columbia (UBC), the University of Alberta, the University of Saskatchewan, the University of Manitoba, Queen's University, the Université de Montréal, the University of New Brunswick (UNB), Dalhousie University, the University of Prince Edward Island (UPEI) and Memorial University. In addition, to give a somewhat broader picture of the situation in Ontario which has a total of sixteen universities, the University of Toronto was also studied and its policies will be mentioned in the following pages.

In general, students are admitted to arts and science programs with a high school graduation diploma and a 60-65 percent average. Most arts and science faculties are open to all qualified applicants. Exceptions are Queen's University and the University of Toronto, both of which restrict admissions and require higher grades, depending on the number of applicants in relation to the number of places. In all provinces except Ontario, Quebec and Newfoundland, a high school graduation diploma is obtained after Grade 12. In Ontario a Secondary School Honours Graduation Diploma, which is generally obtained after Grade 13 (Year 5), is required for admission to the first year of a university. A few universities (Guelph, Lakehead, Ottawa, Brock and Ryerson) consider exceptional students from Year 4, usually requiring them to attend a summer school, and on the basis of their performance in it, admitting them to the first university year. Four universities, Carleton, Ottawa, Windsor, and Brescia College (an affiliate of Western), admit students from Year 4 into a qualifying, pre-university year.

In Quebec, students are admitted to a CEGEP with a high school diploma which is obtained upon completion of Grade 11. Students are admitted to the universities after graduating from a two year academic program at a CEGEP. At Memorial University of Newfoundland, students are admitted from Grade 11 into the Division of Junior Studies, the first year of a four year undergraduate program. "Foundation" non-credit courses are obligatory for those who fail to meet an approved standard in English, mathematics, and the sciences.

With the current great flexibility in secondary school systems and the wide choice of options, in most provinces high school diplomas can be obtained with a minimum number of credits which do not necessarily have to be in specific subjects such as English or mathematics. However, many universities require standing in specific subjects in the final year of high school. For example, the University of British Columbia and the University of Alberta require English, mathematics or a science subject, and a second language in Grade 12. In Manitoba to obtain a senior matriculation students must have credits in English and mathematics in Grade 12. In Ontario there are great variations in admission requirements among the sixteen universities. Many, but by no means all, require English and mathematics at the Year 5 (Grade 13) level. The University of New Brunswick and the University of Prince Edward Island both require English at the Grade 12 level.

University policy towards "mature" students varies somewhat from one institution to another. At the University of British Columbia a mature student is anyone who has been out of school for one year. In most places mature students are defined as anyone who has been out of school for one year and is 21 years of age. However, the University of Saskatchewan considers mature students at age 20, but the University of New Brunswick admits them only at age 25 and the University of Prince Edward Island at 22 years of age. Queen's University requires a student to have been out of school for three years. The University of Toronto admits them to Woodsworth College to take upgrading courses. The Université de Montréal does not accept mature students directly into full-time undergraduate programs. Instead, they can enter the Faculty of Continuing Education. A certificate is given for the completion of a one year equivalent of courses. The third certificate is a bachelor's degree.

Another issue relating to admission policy is transferability from community college to university. In British Columbia and in Alberta, there are university transfer programs at the community colleges, and in Quebec the CEGEP system is comparable to a junior college system in which a student must take two years of an academic course before being admitted to the universities. But other provinces do not have community college programs leading unquestionably to university. At the University of Manitoba, students may be admitted to the first year from a one-year community college program. They may be admitted from a two-year program with advanced standing into some courses and they can challenge for credit. At the University of Toronto, students are accepted on an individual basis from the community colleges. Horizons, the publication of the Ministry of Colleges and Universities in Ontario states,

> "While it is not intended that the colleges should act as feeder institutions to the universities, honour graduates of the two year programs may be accepted on an individual basis for admission to the first year of certain university programs. Qualified graduates of the three-year programs with honours standing in the final year may, in some instances, be admitted to the second-year of a related university program."

More details will be found in the section of this report dealing with a comparison of the roles of universities and community colleges.

In view of the widespread complaints in the universities since the abolition of provincial examinations about the competence of high school graduates to follow university level courses, the Task Force asked the registrars of the selected universities about the experience of their university and whether remedial programs had been introduced.

Greatest concern is about the student's ability to express himself adequately in English, and, for those who wish to study mathematics, their level of competence in the skills which would be essential to handle university mathematics courses. Many universities have introduced remedial English classes for first year students though most do it reluctantly, feeling that it really is the responsibility of the secondary school system to prepare students adequately for university work.

Many universities test incoming freshmen in mathematics. The purpose and nature of the tests vary. Most are multiple choice and scored by computer. Some concentrate on material from the final year of secondary school while others include beginning algebra or even some arithmetic. Some are used for placement, others are designed as predictors for success in the course, and others are used to diagnose students' standing prior to remedial instruction.

In our sample of universities we found the following practices:

The University of British Columbia was the first university to provide remedial English courses. They are still involved. All freshmen students must take a diagnostic test and if they fail (about 40% do) they must take a non-credit, remedial English course. The Senate has considered the feasibility of introducing entrance examinations but the Senate Resolutions Committee has recommended against this.

At the University of Alberta there is a pilot program of remedial English in the engineering faculty which is voluntary. There is now a proposal to introduce a literacy test and to require those failing to take a remedial English course. This already happens at the University of Calgary where 50% of freshman students must take remedial English.

The remedial program at the University of Saskatchewan is limited. There is one section of an English non-credit remedial course which is voluntary. There are no literacy tests. It is considered to be the function of the high schools to prepare students for university level work.

At the University of Manitoba, there are diagnostic tests in English, and mathematics for those who take mathematics. In English there are credit remedial courses. In mathematics there is a non-credit remedial course for those who want to take mathematics and fail the test.

At the University of Toronto, a non-credit remedial program, which can be required, is conducted in the School for Continuing Education in English and mathematics. A report prepared for the University of Toronto by The R. Wardaugh Report, argues that the responsibility for teaching basic skills belongs to the high schools and therefore the remedial program at the University should be phased out over a period of six years. Instead, there should be an entrance test in English which a student would have to pass before being admitted to the university.

At Queen's University, the Université de Montréal, and the University of New Brunswick there are no remedial programs. At Dalhousie University there is some remedial work in English on a voluntary basis. At the University of Prince Edward Island everyone is required to take three hours a week of English composition. And finally, Memorial University, after placement tests, conducts three streams of both English and mathematics courses.

IV Arts and Sciences: Issues and Recommendations

The role of the university, as we have described it, particularly in undergraduate programs in arts and sciences, is not primarily vocational. The university is concerned with intellectual excellence, with the pursuit of knowledge, and with abstract ideas. Not all young people find these concerns to their taste. Only those students who could flourish and grow in the climate of the university should properly be there. Universities are therefore not intended to be suitable for all high school graduates. The idea of open accessibility to all high school graduates, or even further to all mature students, would likely divert the universities from their valid social role.

As stated in the Graham report,

> "It follows from the nature of the universities that they can provide an effective service for only a minority of the population, namely those students who are both able to undertake higher intellectual study and are interested in such studies. The function of the universities is, or should be, therefore, primarily to provide an opportunity for higher intellectual study to this group of students and, in some instances, to prepare people for the intellectually demanding professions."

RECOMMENDATION 4

We recommend: a) that the university and particularly the faculties of arts and science develop systems of interaction with secondary schools, teachers and students to enhance the understanding of the role of the universities; b) that counselling services at the high schools, universities and colleges should advise students about the role of the university and the value of a university education and should warn that economic benefits cannot be assumed.

It is true that not all high school graduates can benefit from university, but we endorse the principle of accessibility for all who wish to attend and are capable of benefitting, as have all the commissions on post-secondary education in Canada.

Studies in both Canada and the United States of the educational aspirations of high school students demonstrate strong relationships between the social class, as measured by the occupation and education of the father, and educational aspirations. A recent study of Ontario high school students showed that more than 60 percent of students whose fathers were in the top social class, i.e., professionals, wanted to go to university whereas less than 20 percent of the children of unskilled workers had such aspirations.[2] An analysis of the social class background of university students also shows that children from lower occupational levels are under represented in the universities.[3]

For many young people the option of choosing no longer exists in their final years of secondary schooling because they have selected, or been allocated to, streams in the high school which do not give them the kind of graduation diploma that the university requires for admission. The greater flexibility of the high school curricula was in part designed to overcome the problem of students being locked into, at an early age, a program with limited post-secondary options. For example, the reforms in the early seventies in Ontario in the secondary school system abolished the five and four year programs which had led to senior and junior matriculation respectively. Only senior matriculants had been eligible for university. Instead students were given a wide range of optional subjects which they could take at either an advanced or general level. But to get an honours graduation diploma, a requirement for admission to a university, a student must take courses in Year 5 at an advanced level, and to be able to do that he must have taken subjects in earlier years at an advanced level. Although the academic and non-academic programs no longer exist, students still find themselves in the later years of high school without the pre-requisite credits to be able to take Year 5 subjects and to obtain an honours graduation diploma. The Ontario Economic Council has recognized this problem and has suggested in its report Issues and Alternatives: 1976 that bright students from low income families might be identified in early grades in high school and given cash grants. "Such a system would raise the expectations of gifted children, give them prestige in the home and community at a time when it is badly needed, and relieve the financial burden on parents."

RECOMMENDATION 5

We recommend that universities encourage the provincial governments to develop programs directed toward identifying students at an early age who have the potential to succeed in university and providing them with counselling and financial assistance so that they may have that opportunity.

The universities can contribute to the amelioration of this problem by accepting students who have left school and after a period in the labour force wish to enroll in a university program. If the student is deficient in some of the basic skills the universities can provide remedial courses. Most universities do admit mature students, often after a year or two in the labour force and at 20 or 21 years of age. Many universities however doubt that it is their responsibility to provide remedial courses. Yet since the universities are largely supported by public funds they surely must be prepared to provide opportunities for people from disadvantaged backgrounds who have the capacity and incentive to undertake studies at the university to do so.

As we have already mentioned there have been, since the abolition of provincial examinations and the introduction of much greater diversity in the high school curricula, great concerns expressed about whether high school graduates are academically prepared for university work. This is really not a new problem. In most universities a very superficial scanning of the minutes of Senate and other committees of the 1950's and earlier will indicate that there were large numbers of students who were ill-prepared for university even then. At this time, when many more students go on to university, there are likely to be more students as a percentage who are not prepared for university.[4]

Furthermore, students taught in the usual secondary school environment that does not have as its primary goal the development of the critical intellect, where the student is still relatively directed and controlled, and where classes are still small, are often ill-prepared for larger university classes with considerably less direction and where the student is expected to have learned the material of the course and to be able to think critically about it.

It is understandable in a high school where the majority of students will not be going on to university that the school should concentrate on its majority to some neglect of its minority.

Whatever the reason there is no doubt that large numbers of first year students have difficulty in writing essays, in expressing themselves coherently, and in manipulating mathematical symbols and expressions. In searching for a solution it must be recognized that there are two separate problems that have been created by the abolition of provincial examinations and the loosening up of the curricula.

One is that standards vary from school to school and that a student from a school with high standards and consequently lower grades than some other schools may be at a disadvantage in seeking admission to restricted programs. Secondly, students with the required graduation diplomas and grade averages may not be prepared for university level courses. Several alternative solutions:

1. A return to province-wide examinations.
2. University entrance examinations administered by the universities.
3. The use of Service for Admission to College and University (SACU) tests.
4. All candidates with secondary school diplomas might be admitted with selection after the first year.
5. After admitting students the universities might conduct diagnostic tests for placement and offer non-credit remedial courses in mathematics and English for those that need them.
6. The universities might try to identify schools with lower standards through an analysis of the results of the diagnostic tests and weight the grade average accordingly.

All of these proposals are expensive so a choice must be made among them on grounds other than that of cost. In a report to the Board of Directors of the Service for Admission to College and University in 1973, the SACU Study Committee stated that one of the reasons for the decline in popularity and use of the SACU tests was the strong opposition of teachers' organizations. "Freed at last from the constraints of provincial matriculation examinations they express concern lest the SACU tests will merely substitute a different constraint upon their newly obtained curricular freedom." Few would advocate a return to provincial examinations with their stultifying effects on the curricula throughout all levels of the secondary schools. Less than 20 percent of the 18-24 year olds go directly to university. It is unreasonable to tailor the curricula of the other 80 percent to the needs of that small proportion.

SACU type tests, or university entrance examinations on general knowledge, do not seem to have those drawbacks. But SACU type tests, university entrance examinations and provincial examinations are not necessarily the best predictors of a person's performance at university. The person who crams and remains calm under examination pressure can achieve high marks that bear little relation to the enduring knowledge that he has acquired.

In any case, one must consider whether the benefits to be gained would justify the expense. What the universities want are better prepared students, not fewer students, a probable consequence of introducing entrance examinations and denying admission to those who are not adequately prepared for university work. Surely it would be better to have students better prepared when they leave high school. An additional point to be remembered is that high school teachers are university graduates and if they do not fully understand their responsibilities towards their students the fault must lie to some extent with their own education. Working with the high schools on the problems of literacy and numeracy, accepting candidates on the basis of their teachers' recommendations and their grade averages, and if necessary providing non-credit remedial courses seem to be the best solutions. The publicity given to the problem will itself no doubt prompt secondary school teachers to establish higher standards.

RECOMMENDATION 6

We recommend: a) that the universities sponsor "interface" seminars or workshops aimed at identifying and solving the problems of inadequately prepared students; b) that universities inform students of difficulties they may face in particular programs and provide help in overcoming these difficulties.

Another aspect of the accessibility problem is the many barriers that limit the transferability of credit among secondary institutions, particularly universities and community colleges and vice-versa. There are often surprising restrictions on transfer of credits from one university to another. The reason for the reluctance in a particular institution to give credit for work done elsewhere is the belief that that work is not equivalent to a comparable course in that particular institution and a concern to maintain high standards. University X, let us say, has an excellent reputation. Its graduates are sought after. Universities in the United States are favourably disposed towards its graduates when considering applications for fellowships. Let us suppose that University X starts awarding credits for courses taken at an institution with lower standards. It will no longer be possible to assume that all graduates will measure up to the standards that the university has established and consequently all its graduates may suffer. On the other hand it is unfair to deny credit to a student who has acquired a body of knowledge that is consistent with what University X demands. A number of universities are moving towards more flexible policies. For example, such universities as Simon Fraser University and Carleton University have "Challenge for Credit" policies where students can get credit for work or life experience if they can demonstrate that they have the knowledge that is required for a particular course. Perhaps this idea could be extended to the situation that exists where students have taken courses at an "inferior" institution. In other words, instead of proposing automatic recognition of the work that a student claims to have done elsewhere it would be necessary for him to demonstrate his knowledge by successfully passing an examination.

RECOMMENDATION 7

We recommend that universities develop methods to enable students to gain credit for knowledge and experience gained elsewhere than in their institutions.

V Professional Schools: What They Are

Surrounding the core of the university and drawing sustenance from it are the professional schools and faculties. These are the divisions of the university devoted primarily to that distinctive form of vocational training which we call professional education. As such they represent one of the university's most ancient and most evident functions. They assume, in the words of the Carnegie Commission on Higher Education, the "responsibility for i) developing and making available new ideas and new technology: ii) finding and training talent and guiding it to greater usefulness; and iii) generally enhancing the information, the understanding, and the cultural appreciation and opportunities of the public at large."

Yet the real raison d'être of professional schools in the training of professionals. No one can dispute that faculties of medicine exist to train doctors, faculties of education to train teachers, faculties of engineering to produce engineers, and so on. It is true that there is more to professional education than mere training; it is true that medicine and engineering, for example, may in many particulars be regarded as disciplines in their own right; it is true that doctors, lawyers, nurses, teachers, engineers, business administrators, and social workers who are trained in a university environment thereby bring more to society than their technical skills. But the fact remains that the rationale for the professional school is societal demand for people possessing *inter alia* the abilities to apply specific and highly specialized knowledge.

VI Professional Schools: Relationship of Enrolments to Career Opportunities

It would seem to be a logical consequent argument that inasmuch as society's demands for different categories of professionals are liable to fluctuation, so the significance of particular professional schools in the university context is subject to the same fluctuation. The same argument cannot be made for basic higher education, for we must maintain that society's demand for that commodity should be insatiable even if, in fact, it is not.

We must not argue, however, for a premise that reflects an insular or parochial view of society. The professional schools, no less than the university as a whole, have regional, national, and international responsibilities which, while not outweighting the local commitment, must nevertheless be given serious consideration. Still, the nature of professional training is such that in terms of ordered priorities the possibilities of control "by numbers" are greater in the case of professional schools and faculties than in other academic divisions of the university. That is to say the creation of new professional schools and the maintenance of a particular level of activity in those already established must, to a large degree, be determined by the state of the demand for professionals in the several fields as determined by accepted social and economic criteria.

There are certain professional schools such as schools of medicine which are so costly that expansion to the point of oversupply of trained personnel is unlikely to be permitted by governments or to be encouraged by universities. There are others such as schools of business which can be operated at no greater cost per student than faculties of arts and science, and which may well be expanded by universities with encouragement from the public and from governments at a time such as the present in which increasing numbers of students are seeking admission and graduates have relatively little difficulty in finding highly paid employment. But of course, as within recent memory aerospace engineers on this continent have learned, professional degrees, like any other degrees, guarantee employment only when supply does not exceed demand. And, consequently, expansion of professional schools in any given field at a time of relatively high demand for, and relatively low supply of, professionals in that field can lead within a decade to an opposite relationship of supply and demand.

Richard B. Freeman in the Overeducated American calls this tendency "Cobweb Dynamics." Figure 1, taken from his book, graphically represents it.

An example of this is the 1971 report of the Science Council of Canada in which they expressed alarm about the growing supply of engineers. In 1974, however, the Science Council held a seminar at Thunder Bay, Ontario to discuss what appeared to be a growing under-supply of engineers.

RECOMMENDATION 8

> We recommend that the federal government be urged to undertake analyses of manpower and enrolment trends to anticipate "cobwed dynamics" and develop procedures to counterbalance them.

In some fields the concept of regional "needs" may make good sense. For instance, on the basis of regional policies, one can conclude that there is a need for a certain number of graduate physicians annually or a certain number of nurses (although how many of these should be trained in universities is another question), or a certain number of graduate social workers. But in other fields "needs" may mean no more than "fashions" or may reflect a convenient method of selecting from an oversupply of applicants for work. For example, a degree in journalism never has been a striking characteristic of outstanding journalists nor is there any particular reason why it should necessarily become so; professions which are at present well served by practitioners trained in diploma or certificate programs may press for professional degree programs for reasons of status or prestige; market conditions can easily lead to situations in which higher professional degrees are required to attain posts previously held by persons with first professional degrees.

What will happen willy-nilly in the professional fields is that students will wish to enter programs which at any given time they perceive to lead to good prospects of employment and will not enter programs which they perceive not to lead to good prospects of employment.

To sum up it is in the strictly professional programs that it is logical to consider the possibility of limiting enrolment on the basis of requirements for professionally trained graduates. It is in this area too that we must be alive to the dangers of the introduction of pseudo-professional programs which will appear, in the absence of sufficiently thorough examination, to provide trained personnel for certain occupations for which, if reality is faced, specifically professional training is not required. These dangers may be greatest in the fields of social services and communications, for which a good liberal education, supplemented by a period of on-the-job training, may indeed be the soundest preparation. The concept of training for a particular form of employment implies the transmission of a particular body of information and a particular set of skills which is not the wisest form of preparation for work in a very rapidly changing society. Unless the sets of information and skills are themselves very substantial and demanding of a lengthy and rigorous period of study for their acquisition, as is the case in the professional fields which have traditionally been associated with university study such as medicine, engineering, and law, there may be strong reasons for doubting the appropriateness of job-oriented university programs for purely vocational purposes.

VII Professional Schools: Admission Policies

For a picture of admission policies of professional schools the Task Force sought information with respect to commerce and business, engineering, education, medicine, dentistry, law, and nursing. These particular schools were selected because they would be the ones most likely to exist in our representative universities and thus we would be able to compare policies in various institutions. There are very few of these programs that are open to all qualified applicants. Most have limited enrolments. Exceptions are commerce and business and engineering to which all qualified applicants have been admitted in a few universities. Dalhousie is operating at capacity in these two schools but at present accepts all qualified applicants. These two professional programs are restricted in Alberta, Saskatchewan, Manitoba, Toronto, Queen's, and Montreal. In most cases there is a quota and a floating grade requirement depending on the number of applicants. Education faculties and nursing schools are restricted in all the universities. Most require interviews, and in the education faculties, speech and/or written language tests.

In all universities candidates to the faculties of law, medicine, and dentistry must write the appropriate professional test: the Law School Admission Test (LSAT), the Medical College Admission Test (MCAT), and the Canadian Dental Association Test (CDAT). All require some academic years at the university before being considered for the professional school but the number varies by institutions. To be considered for dentistry, three academic years are required at the University of British Columbia, two at Alberta and Dalhousie, one at Saskatchewan and Toronto, and a D.E.C. (Diplôme des Etudes Collégiales) at Montreal. For medicine a person must have completed two academic years at UBC, Manitoba, Dalhousie, Memorial, and Toronto (and Queen's - Ontario professional schools have a common policy), one at Saskatchewan, and a D.E.C. at Montreal. Law schools require a bachelor's degree at UBC, Alberta, Toronto, and Dalhousie, although Toronto and Dalhousie will consider students after two academic years. The Alberta and Toronto law schools will consider mature students without these qualifications but with unusual experience. The competition for places in these schools is, of course, intense. For example, for the year 1976-77 Queen's had 2,000 applications for the 75 places in its medical school, and 2,000 applications for 150 places in its law school.

In spite of the fact that almost all the professional programs are restricted and the arts and sciences are open. Table II shows that between 1971-72 and 1974-75 there were much greater increases in the professional programs than in arts and sciences.

Total full-time enrolment increased by 11% in this period while the increase in arts and sciences was only 2.68% or a decrease from 55.5% of the total in 1971-72 to 51.35% of the total in 1974-75. Gains were therefore made in virtually all professional programs. The increase in all professional programs was 24.4 percent. The most striking increase in enrolment was in first professional degree programs in commerce and business administration, up by 47.6% to a total of 23,798 full-time students or 8.26% of total full-time enrolment in 1974-75. The number of full-time students in commerce and business administration programs in 1974-75 was slightly less than in education (which increased by only 8.3% from 1971-72) and slightly more than in engineering (which increased by 8.3% from 1971-72). Education, however, continues to attract large numbers of part-time students - over 19,000 in 1974-75, or 20.15% of total part-time enrolment in undergraduate degree programs. The trend in commerce appears to continue in 1975-76 and 1976-77 and appears to reflect both an increasing tendency in the private sector to recruit commerce graduates for positions formerly held by other graduates or, in many cases, by non-graduates and a more favourable market situation for commerce graduates than for most other graduates.

The increases in medicine and law of only between 6 and 7 percent from 1971-72 to 1974-75 do not reflect student aspirations but available places and these, one must assume, on the national level if not necessarily in every region, are based on considerations of national needs in these professions and on costs of operating such professional schools. Similar factors probably prevail in dentistry which increased its enrolment by only 4.4% in the same period.

VIII Professional Schools: Issues and Recommendations

We have already discussed the problems related to admission and accessibility to relatively open faculties or schools. The admission to restricted enrolment professional schools or faculties creates serious additional problems. What scale and what cut off point are used to screen out the unsucessful candidate? Although letters of reference, teacher's or principal's reports, and standard admission tests are commonly used, the most definitive criterion is still the high school grade point average. While there is general acceptance that high school performance is probably the best indicator of university performance, very few would support the concept that the usual matriculation courses of chemistry, physics, mathematics, English, history or French are going to be highly correlated with courses of study that have a high aesthetic component, such as architecture or interior design, or in courses that require the development of skills in human interaction, such as social work or administration.

Students and parents, as well as the secondary school system, do not understand why a person must be among the best students in the high school in order to be able to enter such faculties as occupational therapy, dental hygiene, and others.

Where criteria for entrance into university are simply high school grades then some students with acumen and gamesmanship select their program of studies to meet the minimum course selection requirements but also basically to enhance the prospects of increasing their grades. The behaviour is understandable but the pedagogical and curricular consequences are not desirable.

That many professional schools and faculties still use mathematics, physics, chemistry, English, history, and French as the basis of including or excluding candidates is a procedure that is coming under increasing criticism. It is claimed that the student who in his or her secondary education takes courses that may be equally or more related to his future training, such as courses in art and the social sciences as preparation for interior design or business administration, will not likely be in a better position for admission to the faculty and in fact may by selecting those courses instead of the traditional ones be excluded.

Either courses such as art should be recognized in the admission policies of faculties of architecture, interior design or fine arts, or the students should be told that their selection for these faculties will be determined only on their performance in other traditional courses.

Another problem is the transferability of credit from the community colleges to the universities which we raised in relation to the arts and science faculties; it is probably more acute in relation to professional faculties.

Areas where more acceptable transfer arrangements can and probably would be worked out are between technological training and related professional university training and the various paramedical and medical training programs. Other examples are between teaching aides and teachers, and between sociologists, psychologists, and social workers.

Another method of transfer of credit that is being increasingly used is the "challenge for credit" which recognizes related training, experience, or accomplishment, but usually requires some verification under the control of the university such as passing an examination or preparing assignments before credit is gained. The law faculties of Dalhousie University and the University of Toronto consider mature students without the academic level generally required for admission but with unusual work experience. It seems to the Task Force that these practices are consistent with a policy of accessibility and should be encouraged and expanded.

RECOMMENDATION 9

We recommend that, while continuing to maintain academic standards, universities pursue flexible admission policies to professional schools and be prepared to consider giving credit for appropriate academic or non-academic experience that is related to their programs.

There is frequently a communication barrier in that admissions committees for faculties very often do not clearly state their admission criteria. If in point of fact an A average or an average in the 80's is required of a secondary school student in order to enter a particular professional faculty, that should be known to the student body. Many students and parents have aspirations for entry into professional faculties because the regulations as stated seem to be well within their capacity, but the unstated criteria almost certainly will exclude them.

RECOMMENDATION 10

> We recommend that university calendars clearly state how many places are available in professional programs and the probable grade average that would be necessary for admittance to them.

The Task Force notes here a particular kind of rationalization which affects some professional programs at the level of the accepted professional degree. While it has in the past been the practice in academic fields to restrict programs only by limiting them to qualified students and thereafter to let free market forces modulate supply and demand, in several of the professional fields, particularly those with strong professional associations, limitations have been placed on the number of students permitted to enter so that the number of graduates bears little obvious relation to the potential demands.

RECOMMENDATION 11

> We recommend that where undue limitations have been placed on enrolment, consideration be given to increasing the number of students permitted to enroll in professional programs allowing the market to operate more in the manner of the academic disciplines.

IX Graduate Education

Graduate education is usually separated into the preparation of professionals and education in the humanities, the natural sciences and the social sciences. However, while graduate level studies in the latter group are undertaken by those who wish to pursue in depth research and scholarship in their chosen field, they also act as professional programs: in the humanities as training for university and college teaching, in the natural sciences for post-secondary teaching or for careers in research in the public or private sectors, and in the social sciences for teaching or for professional service in government departments.

a) Master's Programs

While Table 11 of Advance Statistics of Education, 1976-77, reveals an estimated upward trend in the number of master's degrees awarded in Canada from 1973-74 to 1976-77 (10,166 - 10,705 - 11,590 - 12,245) with every field of specialization increasing at approximately the same rate, a more significant table may be Table 12 which projects the number of persons leaving full-time studies at the master's degree level and potentially available to the labour force. This table projects a constant total of 4,600 master's graduates each year from 1974 to 1978, save for an insignificant dip to 4,500 in 1977.[5] The difference in the two sets of figures probably reflects a number of circumstances. Some master's graduates see their degree only as a stage towards the doctorate; in many fields an increasing proportion of master's candidates are part-time students who already have full-time employment; and Canadian universities continue to meet their international obligation to accept foreign students for graduate study.

Whether or not 4,600 graduates a year can be absorbed into the labour force is hardly a productive question. Master's degrees are offered in a great diversity of fields and the purposes of these degrees and the objectives of the students who seek them vary considerably. There are master's programs which are specifically vocational and enrolment in those programs is likely to respond to increases and decreases in the market demand for the qualifications concerned since students pursue these degrees almost exclusively as a means to a specific form of employment.

Some master's programs lead to doctoral programs. Others do not. In many professional fields, such as business administration, social work, library science or education, and in some "academic" fields such as economics, the master's degree is seen by most students to be, and is indeed in the majority of cases, a terminal professional qualification leading to a specific level of employment in a fairly clearly defined profession. The benefits to the graduate are obvious so long as employment is to be found in the chosen profession and the advantage to society is generally acknowledged in as much as the training which society has in large measure funded is clearly useful and directed toward a specific field of employment.

The questions and concerns which are raised in general terms about the inability of the market to absorb excessive numbers of highly trained personnel are not generally addressed to the need for and the supply of graduates in specifically vocational fields, although it is in this area that such concerns make most sense. Instead questions are raised about the numbers and the costs of graduate students in areas which are not job-specific, primarily the humanities. Let it be said that the rationale for master's programs is not to lead to doctoral programs for, if that were the case, master's degrees could be eliminated altogether, albeit at the cost of lengthening the period of study for most Ph.D. programs. Master's degrees have a value of their own which must be their raison d'être.

Master's level education in literature or history or philosophy or religious studies or linguistics is not vocational training nor is there a ready market for historians or philosophers or literary critics, especially not at the M.A. as opposed to the Ph.D. level. Why then do students pursue such programs? One reason is that advanced education in any field can be of direct advantage in many professions for which it is in no sense a requirement of employment; another reason is that highly able people wish to pursue subjects which have aroused their intellectual curiosity and derive a personal profit from the challenge and stimulus and experience of a rigorous and ordered graduate program. The growing number of part-time students in master's programs in the humanities and social science attests to the interest in graduate studies for personal development.

It must be emphasized in the climate of thought in which we live that real profit can consist of rewards other than financial gain. In this connection it is worth quoting from a paper delivered to the AUCC Annual Meeting in 1976 by a thoughtful graduate student:

> "Graduate work in the traditional disciplines, at least in the humanities and social sciences, does not, I would submit, have the same relation to employment (as does professional training). This is because it is not the function of graduate work to inform and prescribe for the purpose of application. For the barrier between information and application (the latter questionable and complicated in any case) is knowledge based on criticism. A properly taught graduate student learns, among other things, to detach himself form a body of knowledge, redefine it as opinion, and approach it in a critical fashion."[6]

b) Doctoral Programs

The number of earned doctorates awarded in Canada in all disciplines is presented in Advance Statistics of Education 1976-77, Table 9, as follows: 1973-74, 1,895 (preliminary figures); 1974-75, 1940 (estimated); 1975-76, 2,020 (estimated); 1976-77, 2,110 (estimated); 1977-78, 2,180 (estimated).

A survey of Ph.D. graduates in Ontario in 1969 showed that of those who received the Ph.D. in the humanities in the preceding five years, 96% entered university teaching; in the sciences, some 70% had entered university teaching. The corresponding figures for new Ph.D. graduates from Ontario universities in 1975-76 are 69% in the humanities and 54% in the sciences.[7]

It is obvious, therefore, that the availability of employment within the university is of great importance to the Ph.D. graduates. However, enrolment projections to the year 2001 show a levelling off and declining of student numbers through the 1980's but increasing enrolments in the 1990's.[8] Along with the expected drop in student numbers in most parts of the country there is increasing government concern about the high costs of education.

For these reasons there are likely to be few new university positions in most disciplines for the next fifteen years. There will also be relatively few positions available as a result of the death and retirement of present faculty members. This is because the age distribution of university faculties is very much skewed towards the younger age group. In 1975-76 fifty percent of full-time university teachers were under forty years of age and a further thirty percent were under fifty. [9]

Dr. Max von Zur-Muehlen points out that:

> "In response to the demands for access to university between 1962-63 and 1974-75 enrolment increased by 159% from 155,781 to 403,589 and the number of university teachers increased by 274% from 9,983 to 37,428. The fact that enrolments in 1974-75 are two and one-half times what they were in 1962-63 and the number of teachers is three and three-quarters times as great is accounted for by the lower student-teacher ratio which reflects the expansion in graduate and professional education. Many of these teachers were Americans who came as landed immigrants in response to the demand."

These new teachers were relatively young so that now only 3.5% are 60 and will reach retirement in the next five years. He estimates that through retirement and death there will be 1,792 replacement position over the next five years, 358 openings a year.[10]

At the same time he predicts that more than 2,000 doctoral degrees will be awarded annually. Some questions might be raised about these figures. As young people become aware of the bleak opportunities for employment in the universities it is very likely that they will become discouraged from undertaking post graduate studies and consequently there will not be 2,000 Ph.D.'s awarded each year. Indeed in a study of graduate employment M.A. Preston reported the number of earned doctorates from 1973 to 1976 as follows: 1973-74, 1905; 1974-75, 1739; 1975-76, 1580 (with Université Laval and the University of Waterloo not reporting).[11]

The conclusion of the latter figures is clearly that the number of Ph.D.'s awarded is continuing to drop from 1973-74 levels. Furthermore, in the humanities, 40% of Ph.D. enrolment is now part-time, in other words, people who already have jobs.

Another consideration which von Zur-Muehlen does not take into account is the fact that some teachers leave the profession for reasons other than retirement or death. Some are lured to the public service or private industry; some become disabled; a few may leave the country. While these numbers would probably not be large they would have the effect of increasing the number of possible university positions.

However there is no doubt that reduced enrolments through the 1980's and government concern about costs will mean that there will be few new faculty positions available. The age structure of the present faculty means that there will be few replacement positions. The consequence is, of course, that employment opportunities in the universities during the next 15 years will be extremely limited. However, enrolments will likely increase again starting in 1992.[12] The problem takes on the cobweb pattern referred to earlier. When student numbers rise again in the 1990's the faculty age distribution will be skewed towards the older age group. Von Zur-Muehlen estimates that there will be 1,062 replacement positions due to retirement and death in 1992, almost four times as many as in 1976 and that these positions will continue to increase to almost 1,800 in the year 2007. The need for new faculty members even without a growth in student numbers will be high and abrupt. With the projected rise in student numbers at about the same time

> "universities will again be obliged to adopt a policy for which they are now being publicly castigated because under similar pressures they resorted to it in the 1960's: the employing of non-Canadians, or of people whose qualifications are not sufficient to the needs."[13]

Lack of employment opportunities in the near future is a serious problem for the graduates themselves. It is even more serious when one considers the national research effort. The academic and research community needs a healthy and regular infusion of young blood if science and scholarship are not to dry up. It is worth repeating again Dr. Preston's message that "it will be a disaster in both human and economic terms if Canada loses an academic generation because of lack of employment opportunities."[14]

The Science Council of Canada has established a task force on research in Canada which has formulated a statement of concern about "The Erosion of the Research Manpower Base in Canada." It states that "the doctoral student enrolment in science has begun to drop, reducing the base from which future researchers can be drawn," with the consequence that "the research work force would continue to be deprived of fresh talent (over the next twenty years) and would age rapidly." They predict that unless steps are taken to increase the inflow of young scientists, "there will be a major crisis in the 1990's, when the majority of the present researchers will reach retirement age without adequate replacement of their expertise available from within the country."

The close link between university research and education has not been overlooked by the Task Force. As the AUCC has a special committee looking into the problems on university research we have not explored the topic here. However, we are concerned with the employment opportunities for graduates and we think both the federal and provincial governments should be prepared to take some steps to meliorate the situation, the federal government because of its responsibility for research, the provincial governments through their responsibility for education.

RECOMMENDATION 12

We recommend: a) that the federal government provide research funding for post-doctoral fellows especially in universities without Ph.D. programs; b) that universities hire young post-doctoral graduates on a term basis.

X Graduate Planning

As universities mature, their departments, having developed a rounded undergraduate program, begin to plan for graduate studies in fields that match the research interests of their faculties. In the humanities and social sciences, programs at the masters' level and even at the Ph.D. level need not add greatly to the overall educational costs.

Paradoxically, costs per student are probably greatest in the larger graduate schools. For, in them, while student/teacher ratios are still small by comparison with undergraduate programs, the number of students is large enough to require that professors who teach graduate students be released from a corresponding course load at the undergraduate level. In small graduate programs, on the other hand, professors will often gladly assume responsibility for teaching and supervising a few graduate students as an extra but stimulating and satisfying duty in addition to carrying a full undergraduate teaching load. Provided that library and research resources are determined to be adequate and that the instructional staff is suitably qualified, a small graduate program in a humanities department of a university whose avowed first priority is undergraduate education can add much to the scholarly tone of the institution at virtually, and arguably in some cases at absolutely, no additional cost.

In science and in the professional schools graduate programs, especially at the Ph.D. level, must be large enough to be viable. They involve expensive equipment and facilities, all of which is recognized by the research councils that have contributed heavily through research grants to the training of graduate students.

Rationalization of the number of graduate students has been undertaken in recent years by most provincial ministries of education, most notably in Quebec and Ontario. There have been two concerns, first in the cost of the programs, and second, employment opportunities.

RECOMMENDATION 13

We recommend that the rationalization of graduate education which is being carried out should continue subject to the following conditions: a) that at the master's level in academic disciplines there should be no restrictions other than that of the quality of the students admitted. There should be no restrictions on the numbers of part-time students. Such students are already employed or are housewives and a large proportion are enrolled in graduate studies for their own personal development; b) that master's level professional programs be permitted to enroll a substantial percentage (20 percent or higher) more students than are projected to be needed in the profession. The rationale for this higher number is three fold: trained personnel create demand, the education of intelligent people is transferable to other situations, and accurate predictions of needs are difficult to make; c) that doctoral programs, to the extent that they are of a professional character, be controlled in the light of the situation that is likely to prevail in the 1990's and afterwards, i.e., increased number of students and increased number of replacement positions because of retirements and deaths of the aging faculties. In this respect the provincial and federal governments must seriously consider supporting young post-doctoral researchers.

TABLE II

Enrolment at the Undergraduate Level by Program of Study and by Registration Status, in Selected Programs

1971-72 and 1974-75

	1971-72		1974-75	
	Full-time	Part-Time	Full-time	Part-Time
Arts & Sciences	144,032	61,631	147,803	61,521
Commerce	16,122	5,637	23,798	7,399
Dentistry	1,788	4	1,867	21
Education	24,745	15,677	25,685	19,472
Engineering	19,972	580	21,631	1,248
Law	7,751	36	8,285	225
Medicine	6,799	17	7,238	174
Nursing	4,223	779	5,201	690
All Professsional	126,540	69,781	157,428	78,827
TOTAL	270,572	131,412	305,231	140,348

Source: Statistics Canada; Canadian Universities, A Statistical Summary, Table 3

FIGURE I

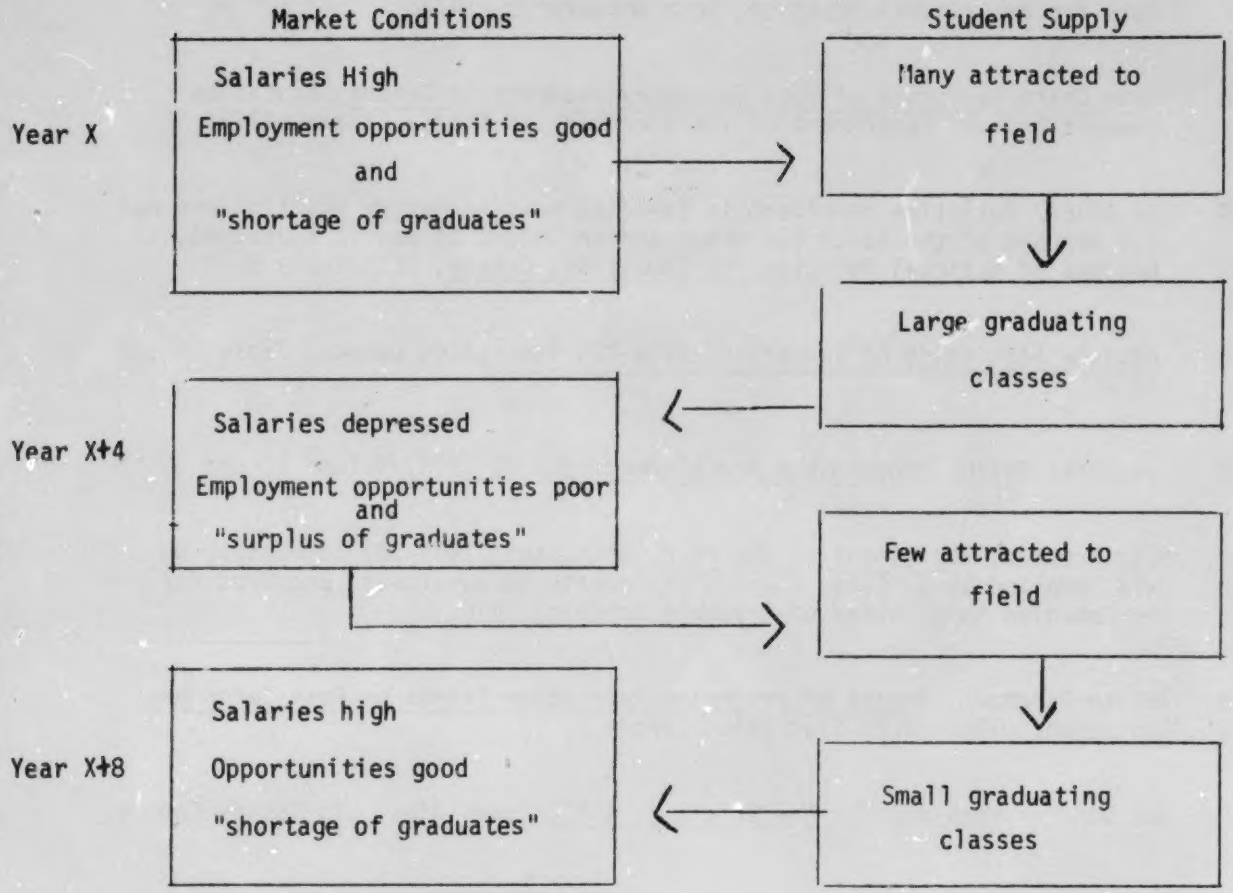
Market Conditions
Student Supply
Year X
Salaries High
Employment opportunities good
and
"shortage of graduates"
Many attracted to field
Large graduating classes
Year X+4
Salaries depressed
Employment opportunities poor
and
"surplus of graduates"
Few attracted to field
Year X+8
Salaries high
Opportunities good
"shortage of graduates"
Small graduating classes

Figure 10 Cobweb Dynamics in the college job market
Recursive adjustment model.
Richard B. Freeman, The Over-educated American, Academic Press, 1976

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14. Preston, M.A. Employment of new Ph.D. graduates, 1975-76.

CHAPTER 2

CONTINUING EDUCATION

I Its Place in the Spectrum

"We hold no other belief more strongly than that life-long education must be accepted, encouraged and fully supported." (The Report of Post-Secondary Education in Manitoba).

"...continuing education throughout life, by diverse means and in diverse settings is necessary for a full and satisfying existence in a constantly changing and shrinking world." (The Report of the Commission on Post-Secondary Education in Ontario).

"Today lifelong learning is primarily a matter of individual choice or occupational necessity. Tomorrow it must be an experience available to all." (The Report of the Commission on Educational Planning in Alberta).

"Opportunities to pursue the goals of education should be available to all people at any time during their lives when need and desire for these opportunities arise." (The Report of the Royal Commission on Education, Public Services and Provincial Municipal Relations in Nova Scotia).

It is clear from these quotations that the various commissions on education in Canada have seen continuing education as an important goal which must be pursued. The goal of accessibility as a means of providing equality of educational opportunity became widely accepted in the sixties leading to a realization that much wider access entailed a much greater variety of educational opportunities and of the methods of making them available.

These commissions were reflecting ideas that were becoming widespread throughout the western world. For example, Edgar Faure, former Prime Minister and Minister of Education of France, has written "The aim of education is to enable man to be himself, to 'become himself'...to 'optimize' mobility...and to afford a permanent stimulus to the desire to learn...". In the UNESCO Report, Learning to Be, Faure's commission"...laid stress above all on two fundamental ideas: life-long education and the learning society."[1]

In almost every province, in the late sixties and early seventies, commissions were established to study post-secondary education and their recommendations, especially regarding continuing education, have much in common:

1. increased accessibility must lead to a wider range of institutions: universities, community colleges, technical institutions, "open" universities, and regional or community organizations which contract for local instruction;
2. life-long education has become a recognized and desirable aspect of life in a technological society and in a world of increasingly rapid change. In every province and in the federal government, greater attention is being paid to developing, and in many cases to systematizing, continuing education;
3. increasing opportunities have been recommended for educationally disadvantaged groups -- those geographically distant or socio-economically handicapped or with physical disabilities, minority groups, women.
4. financial concerns were expressed in all reports and have become more and more important in provincial and federal thinking.

Financial restrictions, combined with the tapering off of growth in the 18 to 24 age group, have led to recommendations by the Commissions that alternate forms of education be studied. Among these are, the Open University approach, of which Athabasca University is the best example. ACCESS in Alberta, Saskmedia in Saskatchewan, OECA in Ontario, and TEVEC in Quebec are all involved in linking education and television. Regional and community involvement were recommended in all provinces except perhaps Nova Scotia. It was also urged that existing resources be used in new ways, particularly those facilities of the "open sector" -- public libraries, museums, art galleries, etc.

The projected demographic shifts over the next twenty years in Canada will mean that adult education will very likely assume a growing importance. Not only is a greater proportion of the adult population taking some form of training but a greater proportion of the population will be adults.[2] Figures for the universities alone show that in the three years between 1971-72 and 1974-75 Canadian part-time undergraduate enrolment in degree courses increased from 131,402 to 140,348 while non-credit university courses increased from 184,500 to 299,248. The comparable figures during these years for full-time undergraduate enrolment are 270,572 in 1971-72 and 305,231 in 1974-75.

II The Need for Continuing Education

David A. Stager and Alan M. Thomas in their report, Continuing Education in Canada point out that continuing education for adults in Canada has stemmed from three major trends in Canadian society.

> "Firstly, Canada is an immigrant society. Anxious to populate an immense territory and yet to preserve a stable and recognizable society, Canada has had to deal continuously with the needs of individuals arriving here as adults, especially in terms of practices and language. Secondly, a constantly growing concern of industrial employers is that concentration on youth as a means of absorbing technological innovation is no longer possible. The application of technology to management as well as to labour has increasingly dominated adult education, and at present seems the most overpowering of these activities. Finally, there has been the attempt to establish and maintain a culture in two senses of the word. The persistent search for identity has dominated some media such as the CBC and the NFB; at the same time there have been a diversity of attempts to engender interest and establish support for distinctive arts and letters. The amount of learning undertaken by adults in any of these several areas is perhaps to be wondered at rather than enumerated."[3]

The first trend mentioned by Stager and Thomas, the need to provide for masses of immigrants, has been of much less importance in recent years. The trend replacing it, as the quotations opening this section illustrate, is that of equality of opportunity, which has become an explicit goal of Canadian education at all levels. To implement this goal tuition fees to universities have been kept relatively low, financial assistance plans have been introduced, secondary school systems have become more flexible to prevent students at an early age being locked into terminal programs; there has been a great expansion in the number of universities and of the number of places within existing institutions. In spite of all these efforts to make universities more accessible to all social classes university students continue to come disproportionately from middle and upper class families. The reasons are only partly financial. More important reasons can be found in the social and cultural milieu of lower income families: the lack of interest in learning, the lack of awareness of the benefits of higher education, the ignorance of the opportunities that are available, the unwillingness to put off present gratifications for future rewards, the economic necessity of getting a job, and so on. To provide true equality of opportunity people must be given a second chance when they become aware of the benefits of advanced education. This awareness can come at any age but for many, if not most, by the time they are willing and perhaps eager to study they have family responsibilities which make it impossible for them to study full-time.

It must be remembered, too, that adults now in their forties and fifties went to secondary school when the opportunities for post-secondary education were much more limited that they are now, a situation that Robert Pike calls "generational inequality."[4] In a study of part-time post-secondary students in Ontario, he points out that a man or woman born in Ontario in the 1930's was educated in a school system which catered to less than half the 14-17 age group. The wastage of talent was in part a result of the type of curricula which did not motivate many young people to continue in school. Financial barriers also prevented many young people from going on with their studies, especially since at that time there were no financial aid programs. For all these reasons part-time programs with flexible admission requirements become a necessity to provide equality of opportunity.

The second trend, that of job training and the upgrading of skills, continues to dominate adult education. The current term for such training, recurrent education, emphasizes the need in many fields for a program of upgrading as occupations change or disappear. Although most retraining takes place within industry, the federal government has accepted the responsibility for an important share of it at the college level. In the universities the professional faculties provide part-time education to keep professionals informed about developments in their fields. In some jurisdictions and for some professions this training is becoming mandatory.

Job related training not only serves the need for flexibility and increased technology in industry; it also equalizes opportunities and allows adults to improve their work situations. Women, in particular, returning to the labour market as their children grow up, are taking advantage of retraining opportunities. Special schemes for young adults, for the handicapped, for the unemployed are attempts at providing opportunities and decreasing unemployment.

The third trend, towards self-fulfillment and the search for identity, has been the force behind the development of many of the non-credit offerings of the universities, as well as motivating the bulk of adult students in general part-time degree programs. The colleges and the private and public organizations mentioned in the next section also provide a wide range of courses as increasing leisure enables people to devote some time to self-improvement. Women whose children have grown up and who have chosen not to enter the labour force, people whose work week has been shortened, and men and women who have retired are among the potential candidates for this type of continuing education.

III The Nature of Continuing Education

Continuing education, therefore, must encompass a wide range of courses and programs, in both institutional and non-institutional settings and in a variety of times and places. It is a collective enterprise carried out in many ways, ranging from individual self-study to formal certificate and credit programs in institutions whose main function is to serve adults. The most common provision of continuing education courses is, however, in institutions providing both part-time and full-time studies. Organized programs for adults can be found in credit and non-credit courses in almost every university in Canada. The community colleges have as their special responsibility in most provinces the provision of a range of programs and courses to the adults in their communities. School boards in many provinces offer quite comprehensive evening adult programs, although in some jurisdictions these have been taken over by the colleges.

Government departments and agencies have become important providers of adult training courses.[5] Other public organizations providing educational opportunities are the libraries, museums, and art galleries, the National Film Board and the CBC, as well as the provincial public television networks.

Programs in the private sector, which in the U.S. have been estimated to account for half of the number of people taking courses,[6] are provided by industry, religious institutions, labour organizations, ethnic and community groups, private business colleges, registered private trade schools, etc.

The Task Force in its thinking about adult education has drawn heavily on the report by Stager, Thomas, and associates. We regret that this valuable survey of the variety of opportunities for adult learning has not been published. It is now five years old, but it would be most worthwhile if it could be brought up to date and released.

IV Organization, Coordination, and Research

A mere listing of some of the groups involved in adult education points up the fact that there is no "organization" in any comprehensive, systematic sense of the word, in the field. Such organization as exists is, as one would expect, provincial. Saskatchewan and Quebec both have Divisions of Continuing Education within their Ministries of Education, the Alberta Ministry of Advanced Education and Manpower has as part of its mandate to "facilitate voluntary involvement in further education by adult Albertans, and encourage systematic inter-agency communications, cooperation and coordination in further education programming."[7]

Manitoba set up a Department of Continuing Education and Manpower in 1976. The universities report directly to the minister. Under the deputy minister are two assistant deputy ministers, one responsible for community colleges, adult education and university liaison, the other for manpower assessment and training.

Under the proposed College Act of August 1977, in British Columbia, continuing education in the community colleges is placed under the Management Advisory Council, a province-wide Council reporting directly to the Minister of Education.

In Ontario, New Brunswick, Nova Scotia, Newfoundland, and Prince Edward Island, there are no specific departmental responsibilities for continuing education. In Ontario and New Brunswick the colleges are expected to play the major role in community adult education with the universities providing the traditional credit and extension services.

In Newfoundland and Prince Edward Island the major role remains with the universities. This is especially true in Newfoundland where the outreach and community development aspects of adult education have been assumed by the extension service at Memorial University, although the College of Trades and Technology offers a program of continuing education at the college level in St. John's.

There is little effort in any province, however, to link any of the private agencies into the system, except perhaps, in the approach used by Alberta with its Local Further Education Councils,[8] Saskatchewan in its community colleges and Manitoba in its Adult Education and Training section of the Department of Continuing Education and Manpower. These three provinces are developing ways of getting financial resources and educational information to the adult learners who are then able to survey available opportunities before purchasing them.

The report on Post-Secondary Education in Canada,[9] soon to be released, will provide a detailed analysis of the structures and organization of post-secondary education in the provinces so we have not attempted to describe the structures in place, except to give a very general skeleton to our remarks.

As continuing education takes on increased importance in the society and, therefore, in the educational system, the need to organize it and to provide for its orderly expansion becomes more obvious. In many provinces there are problems of jurisdiction and overlapping between the universities and the colleges and between both of these and the school boards and private organizations. In urban areas many institutions exist which offer a profusion of courses, especially in popular fields, whereas in remote regions special efforts and funding are needed to provide opportunities for further learning. There is also the problem of intergrating the efforts of the federal government within the manpower field with those of the provinces since they have jurisdiction in education.

Another type of problem which needs study and planning is the question of certification and its relationship to retraining. In which occupations and professions is the orginal certificate adequate for a working lifetime, and in which are discoveries and changes important enough that regular upgrading is essential? Who should make such decisions: private industries, the professions, the educational institutions, the government?

There is, as we discovered when we began our study of continuing education, a growing amount of Canadian documentation on the subject, along with a vast amount of American and European material. The most comprehensive survey is that carried out by Stager and Thomas, but the Canadian Association for Adult Education, l'Institut Canadien d'Education des Adultes, the Education Division of Statistics Canada, provincial ministries and organizations such as the Ontario Institute for Studies in Education have all been publishing reports and studies. Two works in particular should be mentioned: Dr. Waniewicz of the Ontario Educational Communications Authority published the Demand for Part-Time Learning in Ontario, 1976, and Dr. D.P. Campbell has just published Adult Education as a field of Study and Practice: Strategy for Development.[10] Dr. Campbell has begun a study of continuing education in Canada with the help of a Canada Council grant.

In spite of the work mentioned above, there is a lack of serious and long term research and especially that kind of research which can be used to influence public policy. Stager and Thomas came to that conclusion in their 1972 report and not much seems to have changed since. They point out "that millions of dollars and hundreds of persons are engaged in the serious search for insights into the practice of adult education" but that the work being done is usually for short term purposes and in connection with specific programs "As a result the literature suffers from hastily conceived designs and inadequate analysis; it also suffers from lack of exposure and from the absence of dialogue associated with exposure--the lack of hard thinking dialogue so essential to the improvement of practice and the development of theory."

RECOMMENDATION 14

> We recommend that the universities, in conjunction with provincial and national organizations of universities and with representation from adult learners, engage in the study of the mechanisms and structures needed in the provinces and in the universities and colleges to respond to the variety of needs of the clientele for continuing education.

And in addition:

RECOMMENDATION 15

We recommend that in each province a group be established under provincial government auspices to co-ordinate and regulate continuing education for the province, to supervise certification procedures, to recommend and allocate funding, and to take responsibility for the equitable distribution of learning opportunities geographically and with special consideration for disadvantaged groups.

We make the above recommendation with the realization that in different provinces mechanisms are already in place, and that no one type of organization would meet all needs. We believe, however, that the need for coordination is important at this time and is being fully met in only a few provincial jurisdictions.

V Continuing Education in the Universities

The Task Force has divided its examination of continuing education in the universities into three categories: the pursuit of formal credit programs in either academic or professional post-secondary education; retraining or upgrading in professional or job-related fields; and self-fulfillment opportunities. The first group of programs is found almost entirely within the universities and colleges in the public sector; the second is located more broadly, within government organizations, industry, and school boards, as well as within universities and colleges; the third grouping is, of course, the most diverse and takes place in all the organizations mentioned earlier.

The Task Force recognizes that no one segment of this vast field can be considered in isolation from the rest as there are problems of role definition, of coordination, of duplication and overlapping. Nevertheless, as our primary responsibility is to consider university continuing education, we have concentrated on the university in this section of the report, commenting on other organizations only as they affect the universities.

a) Organization

Most universities across the country provide educational opportunities on a part-time basis to adults. Included in the offerings are programs for all three of the categories described above: formal credit courses leading to the B.A. and the B.Sc., professional, and graduate degrees; certificate and other programs for re-training and upgrading professional skills; and non-credit courses for general interest and personal development.

The organization of these courses takes a variety of forms. In some institutions, for example Atkinson College of York University, a separate college has been set up with its own administration, faculty, and physical facilities. In fact, Atkinson College, Frontier College, and Athabaska University have been designed to serve only part-time students, as have the community colleges of Saskatchewan.

However, a survey of directors of extension at Canadian universities, conducted for the Stager-Thomas Report, showed that for credit courses the predominant institutional pattern is one of "full integration" of part-time and full-time students in the same classes. Many institutions schedule several regular courses in the late afternoon or evening, thus making them available to a more mixed clientele. "In relatively few institutions, but representing a large proportion of the part-time students, are essentially all courses for part-time students separate from those of full-time students."[11]

It should be noted that both Concordia University and Carleton University have a large proportion of part-time students. At Carleton a faculty member's load regularly includes credit courses in the evening as well as in the day time.

While students are often integrated for credit courses, the most common pattern separates administrative responsibility for credit and non-credit or "extension" work. Most universities have an extension department which provides a wide variety of non-credit, although sometimes certificate, programs for those in categories who seek re-training or self-fulfillment opportunities.

b) Delivery

To reach the maximum number of potential students a variety of methods of taking courses must be organized. Delivery is becoming an increasingly important consideration and has implications which the Task Force has attempted to outline.

1. On-campus courses The traditional approach of the universities has been to bring students to the campus, usually in the evenings or on weekends. This method continues to be the most extensively used. Sometimes courses are scheduled for time periods that fit the special needs of part-time students. Summer courses and "intersession" courses are the most usual approaches. Other arrangements include ten-day full sessions, and a combination of television and short concentrated "on-campus" sessions.

2. Off-campus courses In recent years universities have moved out into their communities, sending professors out to teach course at distances of 30 to 50 miles. In 1970-71, Stager and Thomas reported that there were some 55 off-campus centres, some located 200 to 300 miles from the sponsoring institutions. The pattern can be found throughout the country, with the following illustrating the trend.

   The recent report on Post-Secondary Education in British Columbia by Dr. Winegard has recommended that Simon Fraser University set up sub-campuses at several interior locations in British Columbia to provide university courses.

66

"Inter-Universities North" in Manitoba is a combined effort by the provincial universities to deliver credit university courses north of 53^{0}.

In Quebec, the University of Quebec with its multi-campus structure and university centres has evolved a system of offering courses to a widely dispersed population at four campuses, two university centres and through its Télé-université. Appendix A to this chapter provides more information on continuing education in Quebec.

3. Technology and "Outreach" The delivery of continuing education is subject to change as new technologies are developed. The extent to which they are used depends on decisions of institutions which must take their cost into consideration. At present the range of technologies available include radio, television, film, newspapers, audio and video-tape cassettes, video discs, visual electronic remote blackboard (VERB), the computer, cable (CATV), satellites, off-campus resource centres, and correspondence courses.

While there is a comprehensive account on the use of the technologies in the Stager-Thomas Report (Chapter 14, pp. 361-378), the information dates from 1971 and this Task Force has not updated it in any systematic way. Dr. David Munroe's Report for the OECD in June, 1975, describes some work being done with computer aided instruction in Ontario and Alberta, and the now defunct experimental work of the National Research Council.

In television, the public television systems, ACCESS in Alberta, Saskmedia, the Ontario Educational Communications Authority, and TEVEC in Quebec have provided public cultural programs and school programs, but are only gradually developing with the universities and colleges post-secondary educational programs. Télé-université, a branch of the Université du Québec, and Athabaska University are the only university organizations in which television plays a major educational role, although many, if not most institutions have TV production and program distribution facilities and make some use of television.

The only large scale use of radio for post-secondary teaching is the Open College at Ryerson, which also makes use of television, correspondence with tutors, and residential weekends.

VI Issues and Recommendations

In considering continuing education generally across the country as it relates to the universities, the Task Force has singled out certain issues about which to make specific recommendations.

a) Availability of courses

According to "The Citizen Student", a brief to the Secretary of State by the Canadian Association of University Continuing Education, "In few universities is it possible for an individual to complete a degree on an orderly part-time basis; women, in particular, face unnecessary obstacles as they attempt to combine career or family obligations with degree completion; evening, off-campus and summer courses are viewed as peripheral obligations and financed accordingly."

This situation is a serious one and well within the power of each university to correct. While we have not made an exhaustive survey of universities to verify the statement quoted above, a check of some representative institutions indicates that it is indeed the case.

In many universities it is difficult to complete an undergraduate degree part-time in an orderly fashion since particular courses are not regularly available to part-time students. The problem varies in different programs, being, as one would expect, most severe in science. If a person is permitted to be a part-time graduate student it is probably not as difficult to work out a degree program as it would be at the undergraduate level, but often universities will not accept graduate students on a part-time basis.

RECOMMENDATION 16

We recommend that degree programs on a part-time basis, both graduate and undergraduate, be considered as much a responsibility of the university as full-time programs, and that sufficient resources be allocated to part-time programs to ensure that they will be given in a systematic way.

b) Funding Continuing Education

It has been a temptation of the Task Force in several sections to enter into a discussion of the funding of university education. In relation to continuing education we will make no general statements but leave the topic to the AUCC Task Force on University Financing. We wish, however, to make recommendations on two specific points.

1. "Outreach Education" As we have pointed out previously, a commitment to the equalizing of opportunities requires that the possibility of further education be provided to those who live too far away to have access to post-secondary institutions. We have listed briefly the means used to provide such possibilities. However, it is expensive to bring outreach education to those who desire it in a country as vast and a sparsely populated as ours. The native people in particular are seriously disadvantaged in this respect. Most of them live at considerable distances from urban centres and there are few post-secondary programs available to them.

RECOMMENDATION 17

We recommend that each provincial government provide special funds for "outreach" education, giving consideration to allocating funds to the groups needing special services so that they can purchase such services from the post-secondary institutions. The federal government should provide similar allocations to the native people and other groups in the Northwest Territories.

2. Financial assistance to part-time students   Only full-time students are eligible for a Canada student loans. While part-time students are often at least partially employed there are many, and perhaps growing numbers of them, who are unemployed and who have serious financial problems. Some provinces have experimented with programs designed for part-time students on the basis of need.

RECOMMENDATION 18

We recommend that the federal government make part-time students eligible for assistance under the Canada Student Loans Plan, and that provincial governments make part-time students eligible for provincial bursary/loan plans.

c) Universities and Community Colleges

When both universities and community colleges are active in continuing education there is a danger that there may be some repetition of courses, some overlapping, and some conclusion of roles. In general we think that universities should limit themselves to courses that are consistent with the role of universities. A distinction regarding the relative roles of universities and colleges in continuing education has been made in most of those provinces with well-developed community college systems. Community colleges are expected to be the major institutions involved in upgrading and educating adults within each community, except for the retraining of professionals and part-time university study. This view is enhanced by the federal-provincial agreement which in most provinces makes manpower retraining a responsibility of the colleges. University extension departments continue to offer non-credit courses but these tend to be more specialized than in the past and their numbers are gradually decreasing. Nevertheless, it seems regrettable that the resources of the university, both human and physical, should not be used for non-credit courses if there is an expressed need for them. A Great Books Seminar which would not necessarily fit into a degree program could well be conducted by a university faculty member using the university library. Music and art appreciation courses might also be appropriate as non-credit courses. Similarly experimental courses can be tried on a non-credit basis before being assimiliated into a department's regular offerings.

[illegible] previous recommendation (Number 14) will, if implemented, regulate the problem within each province. However, until such coordination is in place, and within each geographical area, the Task Force believes that there should be increased cooperation between universities and colleges in the provision of continuing education.

RECOMMENDATION 19

We recommend that there be planning and coordination between universities and community colleges in continuing education in the same geographical area, so that each will offer the courses that are appropriate to its function, thus avoiding duplication.

d) Canadian Studies

In this chapter on continuing education we have so far dealt exclusively with the subject in relation to its place in the university and to methods of providing it. We have not discussed the content of courses that might be offered nor do we intend to discuss possible curricula in any detail. However, it seems appropriate to draw attention to the Report of the Commission on Canadian Studies, *To Know Ourselves*, that was commissioned by the AUCC. In it, the commissioner, Dr. T.H.B. Symons, discussed the important role that continuing education can have in improving the knowledge of Canadians about their history, their institutions, their literature, and culture. He refers to the many submissions that were made to the Commission on the part of university graduates and teachers urging that there be more courses on Canadian subjects for part-time subjects. In particular, he mentions the needs of science graduates for knowledge about contemporary and historical Canadian society, and the needs of arts graduates for some knowledge about the role of science in the society. He points out that all Canadians should know more about the professional fields. For example, most of us would benefit from a greater knowledge of our laws, our legal institutions, and the way they operate. And most of us could benefit from courses in health education related to Canadian needs. These are all areas that are particularly well suited to programs of continuing education. We are happy to endorse the Commission's views.

RECOMMENDATION 20

> We recommend that universities ascertain that there is a range of courses on Canadian subjects available in their continuing education programs.

APPENDIX A

The purpose of this appendix is to describe in some detail the developments in Quebec in the field of Education Permanente. It has been included because the situation in Quebec is different from that in other provinces and because most people are not very familiar with it.

There has been exceptional progress in the education of adults and in the realm of continuing education in Quebec. This progress has been facilitated by the clear division between the secondary, the college and the university levels of education which permits a precise sharing of responsibilities in this field; also, each level has clearly defined its course contents and specific admission policies. Consequently there are no problems of overlapping jurisdictions. There has been, moreover, dynamic promotion of adult education by the Ministry of Education and by the various educational institutions in response to the pressure of various adult groups.

The regional boards of education responsible for elementary and secondary school education in Quebec have introduced two different types of educational opportunities for adults. The first enables an adult student to follow a program leading to a certificate, and the other allows him to take non-credit self-fulfilling courses. In some of the regional, urban and suburban jurisdictions the number of persons enrolled in adult education courses is equivalent to 60 percent of that of regular students. For the academic year 1975-76, 186,540 students were enrolled in adult education courses at the secondary level in Quebec.

The role of the Collèges d'Enseignement Général et Professionnel (CEGEPs) in the educational system of Quebec is well-defined. Programs in the vocational stream are terminal, whereas the successful completion of programs in the university stream is a pre-requisite for admission to university . Mature students can be admitted to the colleges without a secondary school certificate at 21 years of age and after having been out of school for two years. In some colleges the number of adults following regular programs leading to a diploma on a part-time basis represents 60 to 70 percent of all students. In 1973 there were 45,000 adults enrolled in the CEGEP's.

The admission of adults to the universities of Quebec depends on a variety of factors. An important difference in comparing the situation with other provinces is that as a general rule the diplôme d'études collégiales is a prerequisite for admission to the university and is an important factor in orientation and selection. In the case of adults, however, this is not a rigid requirement. Almost all the universities have a service d'accueil for adults which receives, counsels and orients candidates, and moreover determines in conjunction with the faculties specific admission policies. Any person who is at least 21 years of age and has been out of the educational system for two years can apply. Besides, many services moderate the rigidity of this requirement by taking into account previous studies and work experience.

Taking into consideration that each of the universities has its own practices it is true to say that, more and more, continuing education is recognized as an activity in its own right and less and less is it a marginal activity. This process seems to be irreversible.

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5. Governments participate in adult education in two ways, first as employer by means of training programs and, second, as educator providing educational opportunities for citizens. The federal government departments involved in training include the Public Service Commission, Employment and Immigration, Indian Affairs and Northern Development, and National Defence. Provincial governments also conduct a large number of programs including correspondence courses by the department of education. (Stager and Thomas, Chapter 7.)

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CHAPTER 3

A COMPARISON OF THE ROLES OF UNIVERSITIES AND COLLEGES IN RELATION TO ADMISSIONS AND ACADEMIC PROGRAMS

An analysis of the role of the universities in Canada cannot be complete without considering the universities within the provincial systems of higher education, thereby comparing at least some aspects of their roles with those of the community colleges and technical institutes.

The purpose of this chapter of the Report is therefore to look briefly at the systems of colleges and technical institutes which exist across the country and to consider their relationships to the university systems with regard to our major topics of admissions and academic programs.[1] The subject is a large and complex one with no two provinces having the same type of organization. The second major topic of this Report is continuing education, a field which is particularly important to the colleges. In the previous chapter the colleges' role in continuing education was touched on only in relation to that of the universities. It is alluded to again in this chapter but no attempt is made to go into detail about the work of the colleges in continuing education as the Task Force considers that do so would be beyond its mandate.

I Overview of Existing Post-Secondary Institutions

a) The Community Colleges

While the university system in Canada can be considered relatively homogeneous, especially as compared to the U.S. system, the community colleges are much more variable. In all provinces, universities offer three and/or four year undergraduate degrees in arts, science, and professional fields. All universities offer at least some advanced degrees and in all provinces except

P.E.I. at least some Ph.D. programs are offered.

The colleges on the other hand do not fit into a neat pattern.

> "So astonishing is the diversity, scope and vitality of these new institutions that an outside observer of the college scene across Canada, cannot help but be impressed yet disbelieving. Canadian community colleges (French and English) exhibit great diversity in purpose, program, student population, administrative structure and philosophical base."2

The general description used to define community colleges is that of a "non-degree-granting public or private institution offering vocational or university-parallel studies, or both, in programs of one, two or three years' duration."

Community colleges, as distinct from technical institutes, other vocational schools, or schools of nursing, are in general expected to have a more diverse educational function within their communities, usually providing continuing education for adults as well as long or short-term job-related training and/or retraining alongside the regular, full-time programs. Although it is not the purpose of this paper to describe the organization and funding of the colleges, in most provinces colleges have boards with at least some governing powers and with community representation. Most colleges also offer manpower retraining short courses organized in consultation with the federal Department of Employment and Immigration, but these courses will not be considered here.

From the point of view of the types of programs offered it is possible to classify community colleges in Canada into four groups, although the differences which exist from province to province make any such grouping useful only as a general approximation.

1. The Ontario model, the College of Applied Arts and Technology (CAAT) offers mainly two and three year vocational/technical programs directed towards employment, although most colleges also offer two and three year general arts and

science programs. The colleges differ completely from the universities. Their programs are distinctive; qualifications, recruitment, and workload of faculty are different; and the student body, because entrance requirements to the community college are different from the university, has a different social class and academic composition. It is intended that there should be no system of transfer to university programs although individual arrangements can be made. The colleges also offer a variety of shorter manpower training courses in conjunction with the federal Department of Employment and Immigration. The colleges in Manitoba, Prince Edward Island, and New Brunswick fit roughly into this model.

The description of the principles underlying the colleges of Ontario given in the Department of Education Amendment Act of 1965, under which they were established, illustrates basic characteristics of this model.

> "1) the colleges must embrace total education, vocational and advocational, regardless of formal entrance qualifications;
> 2) they must develop curricula which meet the combined cultural aspirations and occupational needs of the students;
> 3) they must operate in the closest possible cooperation with business and industry, and with social and other public agencies to ensure that curricula are at all times abreast of the changing needs of a technological society; and
> 4) they must be dedicated to research not only in curricula, but in pedagogical technique and administration."

2. The Quebec Colleges of General and Professional Education (CEGEPs), the first of which opened in 1967, and of which there are now thirty seven, form a distinct second group. While their three-year technology programs are similar to those of the CAATs, they have a second stream, a two-year general course following Grade XI which is a prerequisite for entrance to the three year university undergraduate program. A student must go to a CEGEP before being considered for admission by a university. Transfers are accepted from one program to the other and university entrance is possible (though not common) from some of the programs of the professional stream.

3. The community colleges of British Columbia and Alberta form a third group somewhat in between the other two. Resembling the pattern of the American junior colleges, they also have two streams: the technical-vocational and the university parallel. Their two-year academic programs are similar to those offered in the first two years of university and admit successful students to the third year of a four-year undergraduate degree program. Their technical-vocational streams resemble those of the CAATs.

4. The community colleges of Saskatchewan are completely different in purpose and structure from the three types described above. The colleges are designed to offer only part-time programs and are expected to draw on the resources of existing institutions and of part-time staff to put on courses. There are to be no college buildings and minimal full-time staff, consisting of a principal and some coordinators and organizers. The following description from the Report of the Minister's Advisory Committee on Community Colleges, 1972, illustrates the difference in concept and design.

> "1) A community college's major responsibility is to promote formal and informal adult learning in its regional community.
> 2) Programs are to be developed in response to the expressed concerns of a community which has identified and assessed its needs.
> 3) A community college shall provide individual and group counselling in the establishment and achievement of education goals.
> 4) A community college shall assist in community development by offering programs of community education and service. In rural areas it will serve as a mechanism for the maintenance and development of a viable way of life.
> 5) A community college shall not duplicate existing educational services or facilities for adults; rather, it shall coordinate the delivery of all adult educational services to the community.
> 6) A community college shall be governed by a council representative of the region.
> 7) The operation of community colleges shall be under the purview of the Minister of Continuing Education."

It will be noted that no institutions have been included here from Newfoundland or Nova Scotia. Neither province has community colleges as such, although the Newfoundland College of Trades and Technology has many similarities to the Ontario model. In Nova Scotia where there are a number of specialized technical institutes, the College of Cape Breton, as will be noted later, constitutes a different variety again of community college.

b) Post-Secondary Institutions by Province

As an introduction to the comparison of the roles of universities and colleges we include in this section a brief resumé of the post-secondary institutions in each province.

1. NEWFOUNDLAND

Newfoundland has one university, Memorial, with its main campus in St. John's. It offers a broad range of professional programs as well as arts and science undergraduate and graduate programs. There are no community colleges, although the regional college of Memorial University at Cornerbrook has certain characteristics of a community college. Two specialized institutes, the College of Fisheries, Navigation, Marine Engineering, and Electronics, and the Newfoundland College of Trades and Technology, provide technical training. In Newfoundland, community educational programming and outreach are the responsibility of the Extension Service of the university.

2. PRINCE EDWARD ISLAND

The University of Prince Edward Island and Holland College, both located centrally in Charlottetown, provide this province with university and community college facilities. Holland College, with its new responsibilities for all full and part-time vocational education, secondary or post-secondary, is now larger than the university and has some of the most varied individualized programs in the country.

3. NOVA SCOTIA

Nova Scotia has five universities and a variety of other institutions, some of them degree-granting: among them are Université Sainte Anne, the Atlantic Institute of Education, the Atlantic School of Theology, Nova Scotia Institute of Technology, the Nova Scotia Marine Navigation School, the Nova Scotia Land Survey Institute, Nova Scotia Teachers' College, the Nova Scotia School of Fisheries, and the College of Cape Breton. The College of Cape Breton was formerly the Sydney campus of St. Francis Xavier and is now joined with the Nova Scotia Eastern Institute of Technology to form an institution with some of the characteristics of a community college. However, under the auspices of St. Francis Xavier, it continues to award a general B.A., a B.A. in community studies, and a bachelor of business administration.

Nova Scotia, with its large number of post-secondary institutions, has made the least effort of all the provinces to give community orientation to adult education. The new Metro Council for Continuing Education in Halifax has begun to provide some coordination in the field but little has been done by the government.

4. NEW BRUNSWICK

New Brunswick with one French language and three English language universities has half of all its students enrolled in the University of New Brunswick. There are also three private, denominational colleges. In 1974 the Ministry of Education regrouped three technical institutes into a corporate body, the New Brunswick Community College, with a board of governors, five regional advisory boards, and eight campuses. The new organization, with a principal of each campus and a chairman of the board who is chief executive officer, is not an official part of the Department of Education but reports directly to the Minister.

This new community college corporation is responsible for providing continuing education to the public as well as all technical and trades programs with the exception of nursing. There is some liaison with the universities, although, particularly in extension education, there is a certain amount of overlapping and tension.

5. QUEBEC

Quebec has four French language universities, three English language ones and the Collège Militaire Royal de St. Jean. There is a variety of private institutions, more than twenty four at the college level, and thirty-seven Collèges de l'enseignement général et professionnel (CEGEPs). Four of the CEGEPs are English language institutions.

While the CEGEPs and the universities offer continuing education credit and non-credit programs, there is less overlapping than in many other jurisdictions, as CEGEP courses are not designed to be at a comparable level with those of the university.

6. ONTARIO

Ontario, the most populous and industrialized province in Canada, has the most extensive post-secondary system. There are fifteen provincially-assisted universities, Ryerson Polytechnical Institute which awards both diplomas and undergraduate degrees, four colleges of agricultural technology, an institute of medical technology, a school of horticulture, the Ontario College of Art, and the Royal Military College at Kingston. In addition, twenty two Colleges of Applied Arts and Technology have been established since 1965.

The CAATs have developed as comprehensive institutions in which educational emphasis varies from community to community. They integrate short courses, often funded by the federal Department of Employment and Immigration, and two and three year paraprofessional and technological programs. They are expected to provide a parallel and more job-oriented program than that of the universities, although it is possible for exceptional students to transfer from one type of institution to the other. They also offer a wide range of adult education courses, both credit and non-credit, funded largely by the province of Ontario.

7. MANITOBA

Manitoba has three universities, two in Winnipeg and one in Brandon. The University of Manitoba has more than three-quarters of all the university students in the province. Affiliated to it is the Collège Universitaire de St. Boniface. There are also three community colleges, with Red River College in Winnipeg having more than three-quarters of all full-time college students. The colleges, which all evolved from technical institutes, offer programs ranging from short, manpower-sponsored courses to two-year technologies. Management is closely controlled by the Department of Continuing Education and Manpower. An experimental regional organization for continuing education as recommended in the Oliver Report has been operating successfully for two years in the Parklands District; a second regional organization is scheduled to begin in the Interlake district during the fall of 1977.

8. SASKATCHEWAN

There are two universities in the province, the University of Saskatchewan at Saskatoon and the University of Regina. At the college level there are five formal institutions with buildings and faculty; two Institutes of Applied Arts and Technology, one Technical Institute, and St. Peter's College. In addition, there are fourteen community colleges intended for part-time students only as described in the previous section.

9. ALBERTA

There have been many changes in higher education in Alberta since the Worth Report in 1972. There are now four universities. The newest, Athabasca University, is an open university. It has a special charter to provide alternative forms of education for adult students using distance delivery methods and is fully funded by the Department of Advanced Education and Manpower.

At the college level, there are eight community or regional colleges which offer a range of programs including college parallel, two institutes of technology, one agricultural and vocational college, and two private Lutheran Colleges, with the Department of Advanced Education and Manpower acting as the controlling agency.

The Department also keeps careful control over all new programs to avoid unnecessary proliferation and overlap. Alberta has had particular concerns to provide non-credit learning opportunities to adults on a part-time basis. Further education is defined as "planned educational experiences designed to be integrated on a part-time basis into the ongoing life styles of adults as part of a system of recurrent education."[3] Since 1973 the Department of Advanced Education and Manpower has provided grant support for further education programs offered by public and non-profit private agencies.

10. BRITISH COLUMBIA

British Columbia has three universities and Royal Roads Military College. There are three regional vocational centres, fourteen community colleges, two provincial art schools and an institute of technology. A College Act, the first to separate colleges from the general Public School Act, has had first reading in the legislature and the colleges are to be totally provincially funded, apart from student fees. Local school districts have until now been providing 40 percent of their funding.

College parallel programs make up slightly under half of the college offerings which range from vocational short courses to one and two-year technology programs.

Community colleges operate adult education programs in areas where school boards have transferred their adult education to colleges. In most regions colleges cooperate with school boards to provide services.

Universities offer general interest, non-credit courses and continuing professional education, most of them in the communities where the universities are located. Since the universities have a mandate to deliver their resources throughout the province they try to respond to needs of school boards, colleges, special community groups, and professional associations wherever they are located.

A Committee on Continuing and Community Education in British Columbia reported in 1976 and recommended that the provincial government should greatly increase the priority given to adult education, especially financial resources.

c) Comparative Enrolments

We include some statistics here to round out our description; Table III shows the full-time enrolment of university and community college students in each province in 1971-72 and 1975-76. A comparison of the percentage of community college enrolments to total enrolments shows the relative importance of the community colleges in post-secondary education and how that importance has grown over the four year period. The highest proportion of community college enrolment in both periods was in Quebec where 61 percent in 1971-72 and 59 percent in 1975-76 attended the CEGEPs. But, of course, no one could go to the university without going to the CEGEP first. The lowest proportion enrolled in community colleges was in Nova Scotia, where less than one percent attended. In the Atlantic provinces the proportion of students at the community colleges increased most in these four years in P.E.I., from 18 percent in 1971-72 to 33 percent in 1975-76, but the numbers are small. Community colleges are gaining in importance in Alberta and British Columbia. In both provinces the enrolment increased from about 28 percent in 1971-72, to about 33 percent in 1975-76. Community college enrolments have been less important in Newfoundland, New Brunswick and Manitoba. Saskatchewan's system is so different that it is not appropriate to use statistics from that province for comparative purposes.

II Issues and Recommendations

a) Communications and Planning

The point has been made that a system of post-secondary education has evolved in each province. However, in many cases the relationships between the different units of the structure -- Department or Departments of Education and Post-Secondary Education, universities, colleges, private and specialized institutions, the "open sector" -- have not been clearly defined. In Newfoundland, with a simple but quite comprehensive system, the roles are clear. In the other provinces, particularly in the area of continuing education, there are often jurisdictional disputes, overlapping and duplication of effort, adding up to a waste of resources. Recommendations were made by all the recent post-secondary commissions suggesting various forms of coordination. Little has been done to follow up these recommendations in any of the provinces, except Quebec which in its complete reorganization of education at all levels following the Parent Report of 1960 has advanced the furthest towards developing a "system" of education in that all parts fit together in a heirarchical whole.

In the three provinces with university parallel or pre-university college programs there has been a special need for liaison. In Quebec the Associate Deputy Minister for Colleges and Universities chairs two liaison committees CLESEC, linking the universities and colleges, and CLECES, linking the colleges with the secondary schools. Both of these committees are primarily concerned with admissions and other problems of the interface. In the Montreal area, the English language universities and colleges have held regular meetings of the heads of the institutions since 1969, and have had a committee preparing statistics and considering the problems of the transition into the CEGEP system and of liaison among the institutions.

In Alberta, where the Department of Advanced Education has a greater amount of direct control over both universities and colleges than is found elsewhere, the Department established a Council on Admissions and Transfer with representation from the colleges and universities.

In British Columbia, under the New College Act, a province-wide Academic Council has been established which will be concerned with problems of articulation, transfer credit, standards, etc. Subject articulation committees will operate under the auspices of the Academic Council. This council will also interface directly with the Universities Council.

In provinces with parallel systems, some efforts to provide communication links have been made. The New Brunswick Community College (which is, in effect, a board governing the activities of a group of campuses, thus linking all college level full-time and continuing education) has liaison with the universities in matters relating to continuing education. In Halifax, a Metro Council for Continuing Education has been established, with membership from a variety of institutions and community groups.

In Ontario, the Minister of Education and the Minister of Colleges and Universities recommended to each district where there was a college the formation of liaison councils. The only such group in existence, however, is the Ottawa Valley Education Liaison Council, linking the two universities, the college, and six regional school boards.

The approach of providing funds to community groups so that they can negotiate for educational services from existing institutions provides a type of liaison; thus the regional continuing education committees in Alberta, the community colleges in Saskatchewan, and the experimental regional organization of Manitoba form links between the community groups and the institutions which should lead to an elimination of duplication and a more efficient provision of services.

RECOMMENDATION 21

We recommend that universities and/or provincial organizations of universities take the lead in improving communications with the colleges and other groups in the post-secondary education sector at both the provincial and local levels. The responsible provincial authorities should be encouraged to sponsor or at least assist in these efforts to ensure better planning and coordination.

b) Characteristics of Full-Time Programs

The purpose of the full-time vocational day programs of the colleges, as has been pointed out, is to prepare students directly for the labour market. In every province, links with industry, the professions, and the associations representing a variety of specializations provide college planners at both the provincial and local levels with advice on the design, curriculum, and length of programs. Control is kept in most instances either by the provincial organization, the province or the college, over the number of students to be trained in each field.

The range of programs is very large. Fifty-eight different program groupings have been developed for the Study on Canadian Community Colleges, prepared by the Association of Canadian Community Colleges, headed by the Department of Employment and Immigration. Acceptance on the labour market has been high with the result that graduates of most specialties have little difficulty in getting jobs.

The universities do not have as a primary goal the training of students for jobs (see chapter 2) although that is certainly the major intention of the professional schools. Programs in arts and science and even commerce have a professional purpose for that small percentage of students who plan to become researchers or university professors, but for the large majority they are designed to provide an opportunity for personal growth and training only marginally related to specific job opportunities.

On the whole, therefore, there is very little overlapping between full-time programs offered by the two types of institutions. Colleges and technical institutes in Prince Edward Island, Nova Scotia, New Brunswick, Ontario, Manitoba, and Saskatchewan offer programs ranging in most cases from short, manpower sponsored courses, through one, two and three-year technical and para-professional training. In Cape Breton, Nova Scotia, British Columbia, and Alberta, this range of programs is complemented by one and two-year college parallel courses admitting students into second and third year of university. In Quebec, the

CEGEP technical stream offers three-year programs only, although the Directorate of Collegial Education is considering recommending the institution of some two-year programs.

Discussions with job placement counsellors in some colleges and universities indicate that college graduates are more likely to obtain work in their chosen field than are university graduates, except for those in professional programs. However, a more detailed study of positions held ten years after graduation would be useful to examine the proposition that community college graduates obtain and tend to remain in positions requiring skills and practical knowledge while university graduates are more likely to be found in managerial, policy, and professional positions. Few colleges are yet ten years old and no such study has been done.

c) Transferability

The earlier observation that there is almost no overlapping between universities and college programs leads us to an interesting problem. Where pre-university or university parallel programs exist, there is a fairly broad mix of students within the colleges, although often there is little contact on the part of teachers or students between those in pre-university and those in technical and vocational streams. Where college programs are completely separate and parallel, with regard to the age group enrolled, there is a danger that social mobility will be limited. Colleges attract a larger proportion of their full-time students from relatively lower socio-economic groups than do universities.[4] Students who enter the majority of college programs which have no provision for transfer may find themselves with dead-end training at an age when it is more difficult for them to retrain.

Colleges and universities in Ontario and Quebec do have at least some informal transfer arrangements, usually between three-year technology programs and university undergraduate academic or professional programs.

Another approach to the problem is that found in Cape Breton, N.S., and Athabasca University, Alberta, where bachelor's degree programs for adults build on previous education and provide "career ladders" from college to university programs.

The Task Force considers that post-secondary institutions must work together to ensure that students have as wide a range of options as can be provided. Particular care must be taken to ensure that students from disadvantaged groups do not find themselves locked into unsuitable career choices.

RECOMMENDATION 22

We recommend: a) that universities and colleges, especially at local levels, establish joint discipline committees to study the characteristics and design of the programs in each disciplinary area with a view to discovering possibilities for transfer with procedures for specific cases; and, b) that universities consider providing links after the completion of certain college programs to specific university programs.

d) Joint Programs

A pattern that has been developing in recent years is that of programs designed to be offered jointly by a college and a university. Such joint offerings are particularly suited to fields such as fine, applied, and performing arts where the role of the universities has been unclear and uncertain. College programs with their emphasis on the practical can be effectively combined with the more theoretical approach of the university to provide an enriched and more varied offering. Examples of this are a joint fine arts program offered by York University and Seneca College in Toronto; a joint industrial arts teacher training program by the University of Winnipeg and Red River Community College; Simon Fraser University and the B.C. Institute of Technology together offer a B.Sc. in survey science. The Task Force considers that such efforts should be encouraged and expanded.

RECOMMENDATION 23

We recommend that individual universities and colleges explore seriously the feasibility of developing joint programs in suitable fine and applied arts and technological fields.

e) Remedial and Academic Upgrading Programs

In chapter 1 of this report attention was paid to the remedial work being done at present and the need for skill training for some university students. Older students returning to post-secondary studies also often need to brush up on forgotten skills and background knowledge, especially in mathematics, science and often study skills. Basic language training is also given in post-secondary institutions, often at a beginner's level.

As the skills being developed or rediscovered are those usually taught at the secondary level or earlier, university teachers often feel that this work should not be expected of them, and indeed, that they do not have the skills or training to do it well. Community colleges, on the other hand, with specific mandates to provide for community needs are developing remedial programs, often using computer aided instruction and other sophisticated and cost-effective methods.

RECOMMENDATION 24

We recommend that where special expertise and programs have been developed by the colleges to help provide remedial and academic upgrading instruction to their students the universities arrange to make such programs available to their students.

f) Admissions

The development of community colleges has brought with it a widening of the range of opportunities in post-secondary education. The pattern of admission to the colleges, however, is very similar to that described earlier for the universities and in many cases parallels the university situation.

Most students entering full-time programs* in post-secondary institutions proceed there directly, or with a gap of only a few years, from secondary school graduation.

In the Atlantic provinces and the Western provinces, entrance requirements for these continuing students are the same for the colleges or technical institutes and for the universities. Graduation from Grade XII enables a student to apply for admission to either a university or a community college, although the general practice is that the colleges consider a wider variety of courses and accept somewhat lower percentages. (See Chapter 1 for university entrance patterns.)

In two of the provinces, Alberta and British Columbia, the admissions pattern is complicated by the college parallel stream of one or two years which admits students to the second or third years of university.

In British Columbia, colleges offer an "open door" admissions policy, which does not mean that all programs are open to all students. It does mean, however, that the obligation is on the college to provide a variety of remedial and "bridging" courses so that students may be academically prepared to enter the programs of their choice.

In Ontario, the system is somewhat different as students enter the colleges from Grade XII (Year 4) and the universities from Grade XIII (Year 5). This is no doubt a reason for the different social class composition in the two types of post-secondary institution.[5]

The Quebec system, as has been pointed out earlier, is quite different. Entrance to the CEGEP is from Grade XI and entrance to the universities is upon completion of the two-year academic program of the CEGEP.

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*College programs of less than one year are not being considered here.

All institutions have policies which accept "mature" students with fewer pre-requisites than are demanded of younger applicants. In many cases no more than a demonstrated ability to do the work is required. In this regard, the colleges are more flexible, on the whole, than the universities.

The similarity of entrance standards into two different types of institutions poses problems for students who, as we have noted earlier in the chapter on university admissions, often need more help with future choices than they actually get. If the different types of programs are not clearly differentiated beforehand for prospective entrants and if admissions requirements are similar or identical, many placement errors can be made.

With the tapering off of the expansion in the number of full-time students there may be a growing tendency in future for competition for students which may act to the detriment of the students themselves.

Problems of admission and improper placement in programs should be studied by local liaison councils to help minimize individual problems.

RECOMMENDATION 25

We recommend that universities and colleges, either by region, by province or by local area, consider together their respective roles and the purposes of each of their programs, that they clearly establish both entrance requirements and program characteristics so that incoming students will have sufficient data on which to base informed choices.

TABLE III

NUMBER OF FULL-TIME ENROLMENTS

Province	1971-72	% of total enrolments in community colleges	1975-76	% of total enrolments in community colleges
Quebec				
University				
-undergraduates	46,055		63,687	
-graduates	7,640		9,646	
Community College (CEGEP)	83,577	69.9	103,209	58.5
TOTAL	137,272		176,542	
Ontario				
University				
-undergraduates	110,329		141,782	
-graduates	14,903		16,153	
Community College (CAAT)	38,344	32.4	61,929	28.2
TOTAL	163,576		219,864	
Manitoba				
University				
-undergraduates	15,750		16,950	
-graduates	1,408		1,486	
Community College	2,555	13.0	3,615	16.4
TOTAL	19,713		22,051	
Saskatchewan				
University				
-undergraduates	13,948		12,967	
-graduates	769		668	
Community College	2,391	14.0	3,258	19.2
TOTAL	17,108		16,893	

Source: Statistics Canada: Canadian Universities, Statistical Summary, November 1976. Enrolment in Community Colleges 1975-76, Catalogue no. 81-222

TABLE III

NUMBER OF FULL-TIME ENROLMENTS

Province	1971-72	% of total enrolments in community colleges	1975-76	% of total enrolments in community colleges
Newfoundland				
University				
-undergraduates	6,725		5,736	
-graduates	352		445	
Community College	938	11.7	1,139	15.6
TOTAL	8,015		7,320	
Prince Edward Island				
University				
-undergraduates	1,771		1,463	
-graduates	-		-	
Community College	391	18.0	731	33.3
TOTAL	2,162		2,194	
Nova Scotia				
University				
-undergraduates	15,078		16,422	
-graduates	1,146		1,125	
Community College	1,013	0.6	1,190	0.6
TOTAL	17,237		18,737	
New Brunswick				
University				
-undergraduates	10,301		10,651	
-graduates	651		508	
Community College	1,355	11.0	1,387	11.1
TOTAL	12,307		12,546	

Source: Statistics Canada: Canadian Universities, Statistical Summary, November 1976. Enrolment in Community Colleges 1975-76, Catalogue no. 81-222

TABLE III

NUMBER OF FULL-TIME ENROLMENTS

Province	1971-72	% of total enrolments in community colleges	1975-76	% of total enrolments in community colleges
Alberta				
University				
-undergraduates	25,587		28,879	
-graduates	3,182		2,976	
Community College	11,637	28.8	15,939	33.4
TOTAL	40,406		47,694	
British Columbia				
University				
-undergraduates	25,028		28,062	
-graduates	3,748		3,258	
Community College	11,050	27.7	15,992	33.8
TOTAL	39,826		47,312	

Source: Statistics Canada: Canadian Universities, Statistical Summary, November 1976. Enrolment in Community Colleges 1975-76, Catalogue no. 81-222

REFERENCES

1. A great deal of information on community colleges in Canada has been generated through the Association of Canadian Community Colleges. One major work Clientele and Community was published in 1975. In addition, a journal (the Journal of the Association of Canadian Community Colleges) has begun production and several important articles on college issues have been printed in College Canada, a newsletter from AUCC, which has published six issues to date.

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4. Dennison, John B. "Characteristics of community college students". in Clientele and the community. p. 38-47.

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CHAPTER 4

A NATIONAL POLICY

I The Need for a National Policy

In Canada today, unlike the situation in most other modern states, it is necessary to justify a national policy in education. The growing power of the provinces during the last two decades has led them to interpret very narrowly Section 93 of the BNA Act which gives them the exclusive right to make laws in relation to education. This is demonstrated in the attitude of the Council of Ministers of Education, Canada, which, as we shall see, is very reluctant to allow the federal government to participate in its deliberations.

After the Education Committee of the OECD had examined education policies in Canada as one of its series of Reviews of National Education Policies, there was what they call in their report, a confrontation meeting in Paris, 1975, between the OECD examiners and a Canadian delegation that consisted of the Ministers of Education or their representatives and six representatives of federal government departments. At it the Hon. Ben Hanuschak, Minister of Education in Manitoba and head of the Canadian delegation, in justifying the fact that there was no federal representation on the Council, pointed out that there was federal participation in various committees and sub-committees. He then declared "The Council guards provincial rights and authority in the field of education very, very jealously, and intends to continue to do so." He went on to say that they recognized that one cannot divorce educational needs entirely from other needs such as economic needs and manpower training for which the federal government was responsible and so there had to be federal participation."[1]

In their report, the OECD examiners had repeatedly emphasized the need for national goals, national planning, and coordination on a national level. It is worth quoting their reasons for the view that, in Canada, as in all modern states, there must be national responsibility for education:

1) education is a right of each citizen, due to each citizen, irrespective of his place of residence;
2) the standards maintained by schools, community colleges and universities are of national interest, because a large part of scientific-technical achievement and hence economic and social well-being may depend on them;
3) unity of the educational system is a national interest in order to maintain and guard the freedom of choice (via mobility) of citizens;
4) the educational philosophy of an educational system and the principles underlying its operation are matters of national interest, because cultural and national consciousness depend on it.

In particular, the examiners urged the importance of the final reason for Canada in its search for a distinctive Canadian identity. Such an identify will come, they emphasized "only when knowledge, values and attitudes have so taken root that a critical mass of common attitudes has been guaranteed."[2]

Canadians will realize that a single set of "values and attitudes" is neither a feasible nor, probably, a desirable goal for Canada. They would find a more limited goal for Canadian education much more compelling, namely an understanding, shared by our major regional and linguistic groups, of the values of diversity and an appreciation of the problems of accommodating differences within a bilingual and pluralistic country.

Given these political, constitutional, and cultural realities, it is important to try to define the areas in which a national policy is desirable and how it could be pursued.

The Task Force has in its mandate only admission policies, enrolments and career opportunities, the respective roles of universities and community colleges, and continuing education. Consequently we will limit ourselves in considering a national policy to these subjects. We will ignore the very important responsibility of the federal government in research which is the subject of the report of another task force. In general terms the problems that we are concerned with in a national context are accessibility, transferability and rationalization and coordination of professional programs. We will discuss each in turn.

a) Accessibility

The first reason that we quoted above from the OECD Report for a national policy is that "education is a right of each citizen, due to each citizen irrespective of his place of residence." We have argued in Chapter I of this report that post-secondary education is not a right of each citizen but that every person who is capable of benefitting from it and wishes to pursue it should have the opportunity to do so. Financial barriers are an important obstacle to this goal, but since this is the subject of the report of another task force we have not in Chapter 1, and will not in this section, consider the complex question of tuition fees and so on. Instead we will draw attention to admission policies

of tuition fees and so on. Instead we will draw attention to admission policies

that might limit the opportunities of some Canadians because of their place of residence.

This is generally not a problem for undergraduate arts and science programs, since, as we have shown in Chapter 1, in each province there are universities with arts and science programs open to all qualified applicants. But it can be a problem for a student who wishes to pursue a professional carreer in a province that does not have a particular professional program. In fact the problem is not only of accessibility to professional schools to out-of-province students since there can be very real barriers to opportunities even within a province to students at certain institutions. The Council of Ontario Universities (COU) has recently completed a study on admissions to medical shcools in the province and is in the process of doing one on the admissions cycle in the six Ontario law schools. These studies were undertaken because of allegations that unequal opportunity to enter professional schools exist for students from universities without professional programs. This has been found to be the case. However brilliant a student is, however suitable as a doctor, his chances are much less of being accepted to a medical school if he has taken appropriate pre-medical courses at Carleton, Trent, or Waterloo Universities than if he had taken them at Queen's, Toronto, Ottawa, Western, or McMaster Universities. If such limitations to equal opportunity exist within a province it is not hard to imagine that they are even greater between provinces. To some extent interprovincial bilateral arrangements seek to solve this problem. For example, Manitoba has entered into an agreement with the Province of Saskatchewan and its universities for the training of students for veterinary medicine. But this is a piecemeal approach that cannot solve the problem on a national level. The first requirement is to have greater knowledge of the extent to which students in particular regions of the country lack the opportunity to enter particular professional programs.

RECOMMENDATION 26

> We therefore recommend that the AUCC sponsor a similar study to those of the COU to determine the extent to which students in some parts of the country are denied the opportunity to attend professional schools that exist only in other parts of the country.

b) Transferability

We have already, in Chapter 1 of this report, referred to the problems of transferability from one post-secondary institution to another, particularly the transferring of credits from community college to university. Our concern was with the problem of accessibility. The Report of the Commission on Canadian Studies introduces the same subject in connection with its commitment to Canadian studies and to the need to foster a greater knowledge of Canada on the part of Canadians.[3] The Commissioner deplores the fact that it is often difficult for a student to transfer credit from one university to another in Canada.

The Commission had received many briefs to this effect and, in fact, felt that it was easier for a student to transfer credit from one country to another of the European Common Market than to transfer credit from one province to another within Canada. In the present crisis of Canadian unity this is a lamentable situation.

Another barrier that might arise to inter-provincial mobility is a consequence of the new fiscal arrangements which we describe later. Cash grants are henceforth to be given to provinces on a per capita basis, and because of this provinces might be tempted to erect barriers to students from other provinces for whom they would not get a cash grant from the federal government. It has been suggested that cash grants to provinces might be supplemented by additional grants to those provinces that have a net inflow of students. Yet since Ontario, the richest province, with the largest number and the greatest variety of university programs is likely to have the largest net inflow of students, that hardly seems a fair proposition, if what we are most interested in is equalization, and also giving young people an opportunity to experience and to learn about other parts of their country.

We warmly endorse the recommendation of the Commission on Canadian Studies "that the Association of Universities and Colleges of Canada, with the support of the Department of the Secretary of State, foster arrangements for a national approach to cross-registration between the universities of this country that will enable students in appropriate academic fields to move between institutions much more readily than is now possible."[4]

But we would go further than that. Rather than merely facilitating the movement of students from one university to another, we think that it would be desirable to actively encourage students to move from one part of the country to another. This has been done already to some extent. The Citizenship Branch of the federal Department of the Secretary of State, until it disbanded the program in September, 1975, encouraged groups of high school students to visit other parts of Canada through its travel and exchange program. They could apply for a grant to cover part of their expenses. If university students could study for a year in another country, they would surely gain insights into the problems of other areas that would increase their understanding of the nature of Canada and therefore contribute to national unity. Students could be stimulated to do this by a system of national scholarships. At present the National Research Council and the Canada Council give post graduate scholarships and fellowships. The numbers who are eligible are, of course, small, since graduate students are a small proportion of the total student body. Furthermore these post-graduate scholarships do not have as a goal creating greater understanding of Canada's diversity through promoting student mobility. It seems to us that such a goal is reasonable and indeed desirable.

RECOMMENDATION 27

> Therefore we recommend that a system of national scholarships be established for which students in undergraduate programs with a high level of academic achievement would be eligible to study in a province other than their own, that the AUCC and the Department of the Secretary of State determine ways in which students might be accepted, and that universities cooperate in such a program.

If the problem of the transferring from one university to another is great, and if there are problems of transferring credit from a community college to a university within a province as is the case in several of the provinces, how much more difficult is it likely to be to transfer credit from a community college in one province to a university in another. Many university calendars state that they will consider students from other provinces. In practice it appears that in the effort to maintain standards, to avoid watering down their degree, universities are often very rigid in accepting courses in other institutions as equivalent to their own.

If opportunities are to be equal for every Canadian, irrespective of what part of Canada he lives in, then there must be some mechanisms to ensure that students who happen to live in provinces that have more limited opportunities for professional and graduate education will not be denied the opportunity to develop their talents and to pursue their interests in these fields. And if the country is to remain united everything should be done to facilitate the movement of students, who will soon be working adults, to study in other parts of the country.

RECOMMENDATION 28

We recommend that the AUCC encourage its member institutions to develop procedures which would ensure that students from all parts of the country would be considered for their specialized programs, and to make efforts to develop more flexible admission policies so that it would not be too difficult for a student to transfer credits from one institution to another.

c) Rationalization and Coordination

A related problem on a national level is the need to rationalize and coordinate professional programs throughout the country. This is already being done to some extent regionally as, for example, in the Maritimes through the Maritimes Provinces Higher Education Commission which makes recommendations to the governments of the three provinces concerned. The Oliver Report on post-secondary education in Manitoba recommended a regional body to rationalize higher education.

RECOMMENDATION 29

We recommend that the AUCC encourage its member institutions to work together on a regional basis to avoid unnecessary and expensive duplication of programs.

II An Agency to Pursue a National Policy

In the recommendations that we have so far made with respect to a national policy in relation to accessibility, transferability, and rationalization and coordination, we have not specified an agency that might be responsible for establishing standards. We have suggested that the AUCC should urge its members, but that is not a very effective way to plan on a national level. What are the alternatives? Can the federal government plan and coordinate? What about the Council of Ministers of Education, Canada? First we will outline the present situation; then we will suggest a possible development in the future.

In June 1976 the federal government at a conference of federal and provincial first ministers advanced its "Established Program Financing Proposal" to replace the Fiscal Arrangements Act that had governed the financing of the shared cost programs in the fields of health and post-secondary education since 1966. The government was prepared to withdraw from these shared-cost programs, but to continue its support in the form of tax room (i.e. 12.5 percentage points of personal income tax and one point of corporate tax would be turned over to the provinces). In addition, and, very importantly, the federal government would provide unconditional cash grants in the form of equal per capita grants for all provinces which would escalate at a rate equal to the rate of increase in the GNP.

Although it might seem that the federal government was prepared to abandon completely an active role in establishing a national policy for post-secondary education, the document that announced the Established Program Financing Proposal makes it clear that that was not its intention.

It recognized and accepted some of the criticisms that had been made of the Fiscal Arrangements Act, and in particular believed that a system of equal per capita grants for all provinces would serve to implement two important principles. One was that federal payments should be calculated independently of provincial government expenditures to avoid distortion of provincial priorities which, the provinces complained, had occurred through the 50-50 cost sharing formula. Equal per capita grants for all provinces would also mean that there would be greater equality in per capita terms in what provinces receive from the federal government. When some provinces were able and willing to spend larger amounts on post-secondary education than others the cost sharing formula meant that poorer provinces received less per capita than richer provinces from the federal government. However the federal government expected that the provinces would agree to spend these federal funds in the fields in question giving public acknowledgement of their source.

In addition to receiving public recognition of the financial responsibility that it was prepared to accept, the federal government hoped to establish a continuing federal-provincial forum at the ministerial level which would "provide an essential vehicle for realizing common objectives" in the field of post-secondary education. The most important areas of interest would be "accessibility to post-secondary education; the exent to which it is practicable and desirable to rationalize on a national basis the use of post-secondary resources; bilingualism in education; and the introduction into appropriate academic disciplines of a greater knowledge and understanding of Canada."[5]

In December 1976, after acrimonious debate at a conference of federal and provincial first ministers about the share of income tax the provinces would receive, agreement was reached on the federal government proposal and in March 1977 the new legislation was passed. However, the Council of Ministers of Education, Canada (CMEC), meeting in Quebec in January 1977, rejected the federal government's proposal of a national forum to establish national policies. Their position was that the federal ministers might attend council meetings as guests but would not be asked to take part in any discussions on national standards. This was consistent with the position the CMEC had taken on numerous other occasions.[6]

a) The Federal Government

In the present political climate the chances of the federal government playing any kind of coordinating role or even contributing to the Council of Ministers an overall view seem miniscule if not non-existent. This does not mean that the federal government does nothing. As the OECD examiners noted "A considerable federal presence in educational policy is indeed tolerated by the provinces and arouses no hostility, as long as nobody calls it educational policy, and as long as there are no overt strings coming from Ottawa." And they go on to point out that the effect of this is that education is supported in the interests of manpower policy, economic policy, regional development policy, and so on but not as an end in itself, and this leads to "inconsistencies and even outright contradictions among various parts of the total federal effort in education."[7]

There are two sections of the federal government that are concerned with education per se nationally. There are the Eduation, Science and Culture Division of Statistics Canada, and the Education Support Branch of the Department of the Secretary of State.

The Education, Science and Culture Division collects, compiles, and disseminates information on all levels of education and all types of educational institutions, cooperating closely with provincial ministries of education. They produce recurring studies in the areas of teaching, enrolments, and finance, and non-recurring studies in response to important user needs. In addition there are valuable and provocative projections of population trends and their implications for the future of the universities done by Max von Zur-Muehlen and Zoltan Zsigmond.[8] Important as the Division is, it is limited in achieving its potential by the fact that it must get the support of provincial governments in order to conduct innovative surveys. For example, on behalf of the Ministry of Colleges and Universities in Ontario, it has conducted a survey of three cohorts of university and community college graduates to find out what kinds of jobs and salaries they have. These are very useful data, which, if they existed for the whole country, would provide valuable information as a basis for coordinating and planning on a national level. However, Statistics Canada can only suggest to provincial authorities that such information would be useful. As a result, since other provinces have not been interested, we have a picture of what has happened to Ontario graduates only. We see then the need of a national agency to provide an overall picture. Is the federal Department of the Secretary of State such an agency?

In 1973 the Education Support Branch of the Department of the Secretary of State was given a mandate by the federal cabinet to be the agency within the government responsible for the coordination, formulation, implementation, and review of federal policies and programs relating to education. The federal government is involved in over eighty programs related to education in a variety of departments.[9] The Branch is also responsible for communicating with provincial governments, evaluating the effectiveness of federal policies and programs in support of education against national goals, administering the fiscal arrangements, and working with the Department of External Afairs on international forums.[10]

These seem like impressive responsiblities which might enable us to have a national policy in education, but in fact, perhaps because of the political realities we have already referred to, the Branch appears to do very little in the way of defining national goals or coordinating federal programs. Let us now turn to the Council of Ministers of Education, Canada, and condider its potential for planning and coordinating.

b) The Council of Ministers of Education, Canada

Certainly the CMEC is aware of the nature of educational problems on a national level. At their meeting in Halifax in September, 1976 , they had insisted again that they would not surrender any of their exclusive control, but they stated that in future meetings they would discuss interprovincial mobility, their commitment to improving Canadian studies, cooperation in special education, media technology, preparation of textbooks, student aid, and bilingualism. The Council, therefore, consisting as it does of Ministers of Education, each of whom would have knowledge and resources in his own province, and aware as it appears to be of the areas of national concern, would appear to be an appropriate body to coordinate post-secondary education on a national level. However, statements made by the Council itself make it unlikely that it could effectively play such a role. In 1974 it described itself as:

> ...an interprovincial educational agency set up for coordination, information and liaison purposes, operating at the interprovincial, provincial-federal, and international levels under the direction of the departments of education. Its basic aim is to enable the ministers to consult on such matters as are of common interest, and to provide a means for the fullest cooperation among provincial governments in areas of mutual concern and interest in education. Each provincial department of education continues to be autonomous within the Council; *no recommendations or decision of the Council are binding on provincial ministries with respect to their jurisdictions*. (italics added).[11]

And when the OECD was conducting its survey of education in Canada it was told:

> When the ministers meet in Council, it acts merely as a forum for the exchange of views, information, and ideas interprovincially, but at no time does it assume the posture of a body acting on behalf of the Ministers of Education of the provinces of Canada. The Council meets and consensus of view may be arrived at, but that is then taken back to the provinces and each Minister of Education assumes the responsibility for dealing with it--whether it be within the province on interprovincially, or between a particular province and the federal government.[12]

Even if the CMEC had the power to make decisions on a national level, it is unlikely that it could be an effective supra-provincial or national centre for planning. Each of the ministers has at his command only the resources and the knowledge of his own province, and since he must seek election within his own province it would be surprising if the interests of his constituents did not come first. Furthermore he does not have time to become familiar with the concerns and practices in other provinces in Canada since his time in office is likely to be fairly brief. Two or three years seem to be the usual duration of a person's occupancy of the position. In the 1975-76 *Annual Report of the Council of Education Ministers*, Education Minister Campbell of P.E.I., at that time the chairman of the CMEC, paid tribute to the Hon. Eileen Dailly of B.C. who had so effectively but so briefly been a chairperson of the Council. Not only may governments be defeated as Eileen Dailly's NDP government was, but also cabinets are frequently shuffled and the Education

Ministry is often a stepping stone to some other ministry. In this situation, it is unlikely that the politician who is appointed to the education ministry brings to it any deep or specialized knowledge.

On the other hand, the secretariat of the CMEC, with an able director, does provide some continuity and compensates partially for the necessarily superficial knowledge of Canadian education possessed by each minister.

The Council of Ministers of Education plays an important role in establishing joint provincial policies and through its committees working with the federal government to provide services to students across Canada. However by its own statement of its purpose it has no decision making powers, and it represents individual provincial interests rather than the interests of Canada as a whole.

The CMEC, however, is only ten years old and there is reason to hope that it will develop into an agency that will be concerned with national goals and national standards. A promising sign is the fact that the CMEC invited three national associations to a meeting on June 20, 1977, the AUCC, the Association of Canadian Community Colleges (ACCC), and the Canadian Association of University Teachers (CAUT). At it Dr. H.E. Duckworth, the past president of the AUCC, stressed the fact that the universities, even though they report individually to their provincial governments, have a central organization, the AUCC, which is anxious to assist the CMEC in matters of country wide significance such as international relations, student aid, manpower needs, visa students and the free mobility of students within Canada. Dr. M.O. Morgan, the present president of the AUCC, reported to the Board of the AUCC that after that meeting of June 20, he felt that the CMEC was definitely established as the forum for discussion and that in future the Council would consult with the universities before formulating policies.[13]

While this is promising there is still a need for an information base for policy. The Education, Science, and Cultural Division of Statistics

Canada provides invaluable data, but as we have said, it is limited in what it can do by the fact that education is a provincial jurisdiction and it must have the support and sponsorship of individual provinces to conduct surveys in their constituencies. An independent agency, supported by the federal and provincial governments could address itself to problems on a national level. We have discussed the need that exists for all Canadians to have an opportunity to enter particular programs of study in whatever part of the country the students live and the programs exist. Closely related to this is the desirability of the right to transfer credits from an institution in one province to an institution in another. An independent agency with a mandate to discover the extent to which mobility is limited between and within provinces for Canadian citizens seeking particular forms of post-secondary education could provide an overall view of admission policies throughout Canada. It could point out the admission practices that inhibit mobility and it could make recommendations about admission policies that would make it at least as easy for Canadian students to transfer credit from one province to another as it now is, according to the Symon's report, [14] for a European student to transfer credit from one country to another of the European Common Market.

Such an agency could, using the resources of Statistics Canada, conduct surveys of university and community college graduates throughout Canada similar to the one the Education, Science and Cultural Division has conducted within Ontario to find out what kind of jobs and salaries graduates are receiving at any given time.

In Chapter 1 of this report we recommended that the federal government conduct an analysis of manpower and enrolment trends to try to anticipate in what occupational areas in the future there might be an oversupply or an undersupply of graduates. An agency that was empowered to conduct such an analysis could make recommendations concerning enrolments that might reduce the possibility of a "cobweb dynamic" situation developing.

The task force in this report has limited itself to a discussion of the subject matters in its mandate, i.e., admission policies, enrolments and career opportunities, the respective roles of universities and community colleges, and continuing education. In this chapter we have identified as an area of concern within our mandate, rationalization and coordination of professional programs in a national context. Our recommendation on this matter was that the AUCC encourage its member institutions to work together on a regional basis to avoid unnecessary and expensive duplication of programs. This is at best a pious hope. It is a recommendation that will cause no ripples and will produce few results. However, if an independent agency conducted research to determine where there are unnecessary and expensive duplications of programs and made recommendations about how these might be eliminated, the chances of achieving some rationalization and coordination would surely be enhanced.

We have described in Chapter 2 the growing importance of lifelong learning throughout Canada as represented in the various commissions on post-secondary education. All provinces have made some commitment to continuing education, but if Canadians in all parts of the country are to have equal opportunities to continue to learn, and this is one of the reasons that the OECD examiners gave for having a national responsibility in education, there must be an agency that is able to identify where in Canada opportunities are unequal, and to suggest ways in which these inequalities might be eliminated, or at least reduced.

In short, what is needed is an agency that would provide an overall view, that would do research, define problems on a national level, identify policy vacuums and provide the CMEC with the necessary information to make recommendations to their respective provincial governments.

If, as seems likely, the solution to the present crisis in Canadian unity lies in greater decentralization, the need for an agency or agencies to monitor activities in higher education in the various parts of the country and to provide an overall picture of what is happening throughout the country becomes even more important.[15]

RECOMMENDATION 30

We recommend, therefore, that a National Institute of Higher Education be established, to be funded by the federal and provincial governments, which would use such resources as those of Statistics Canada to conduct research, to define areas of concern, and to provide facts and analyses of them to the Council of Ministers of Education, Canada.

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1. Reviews of national policies for education: Canada. Paris, France, Organization for Economic Co-operation and Development, 1976. P. 139.

2. Ibid, p. 68.

3. Symons, T.H.B. To know ourselves: the report of the Commission on Canadian Studies. Ottawa, Ont., Association of Universities and Colleges of Canada, 1975. Se connaître: le rapport de la Commission sur les Etudes Canadiennes.

4. Ibid, Vol. 1, p. 126

5. Trudeau, Pierre Elliott. Established program financing: a proposal regarding the major shared-cost programs in the fields of health and post-secondary education; statement tabled by the Prime Minister of Canada at the Federal-Provincial Conference of First Ministers, June 14-15, 1976.

6. For example, at the OECD "confrontation meeting" and in June 1976 when Hugh Faulkner, then Secretary of State, wrote to them suggesting a national forum and was rejected.

7. OECD. Reviews. p. 89.

8. There are many studies; some titles are: Zsigmond, Z. Impact of projected population trends on post-secondary education 1961-2001; Zsigmond, Z. and others . Future trends in enrolment and manpower supply in Ontario 1961-2001; von Zur-Muehlen, Max. The foreign student issues in 1976-77; and von Zur-Muehlen. Profile of Ph.D.'s in Canada.

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11. Council of Ministers of Education, Canada. General information. Toronto, Ont., 1974. 13 p.

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13. Association of Universities and Colleges of Canada. Board of Directors. Minutes of the meeting held in the council chambers of the Student Union Building, Dalhousie University, Halifax, Nova Scotia, June 21, 1977. p. 2-3.

14. Symons, T.H.B. To know ourselves. Vol. 1, p. 126-127.

15. Max von Zur-Muehlen has produced a paper which will be available in the autumn, on the need for national policy with suggestions about how it might be implemented, including a national institute of higher education.

RECOMMENDATIONS

RECOMMENDATION 1

We recommend that there be interaction between universities and large employers, particularly the Public Service, towards creating an understanding of the role of arts and science programs and the qualities of their graduates. While these programs are not primarily vocational, evidently after three or four years in them people develop skills that are of value in the job market.

RECOMMENDATION 2

We recommend that education to the bachelor's level in arts and science be available to all who are deemed qualified for admission to university, who demonstrate as students the measure of intellectual ability and industry required for successful completion of an approved program of study and who have the desire to pursue it.

RECOMMENDATION 3

We recommend that public funds be made available in sufficient measure to ensure that those qualified to pursue a university level education will not be prevented by a lack of personal financial resources.

RECOMMENDATION 4

We recommend: a) that the university and particularly the faculties of arts and science develop systems of interaction with secondary schools, teachers and students to enhance the understanding of the role of the universities; b) that counselling services at the high schools, universities and colleges should advise students about the role of the university and the value of a university education and should warn that economic benefits cannot be assumed.

RECOMMENDATION 5

We recommend that universities encourage the provincial governments to develop programs directed toward identifying students at an early age who have the potential to succeed in university and providing them with counselling and financial assistance so that they may have that opportunity.

RECOMMENDATION 6

We recommend: a) that the universities sponsor "interface" seminars or workshops aimed at identifying and solving the problems of inadequately prepared students; b) that universities inform students of difficulties they may face in particular programs and provide help in overcoming these difficulties.

RECOMMENDATION 7

We recommend that universities develop methods to enable students to gain credit for knowledge and experience gained elsewhere than in their institutions.

RECOMMENDATION 8

We recommend that the federal government be urged to undertake analyses of manpower and enrolment trends to anticipate "cobweb dynamics" and develop procedures to counterbalance them.

RECOMMENDATION 9

We recommend that, while continuing to maintain academic standards, universities pursue flexible admission policies to professional schools and be prepared to consider giving credit for appropriate academic or non-academic experience that is related to their programs.

RECOMMENDATION 10

We recommend that university calendars clearly state how many places are available in professional programs and the probable grade average that would be necessary for admittance to them.

RECOMMENDATION 11

We recommend that where undue limitations have been placed on enrolment, consideration be given to increasing the number of students permitted to enroll in professional programs allowing the market to operate more in the manner of the academic disciplines.

RECOMMENDATION 12

We recommend: a) that the federal government provide research funding for post-doctoral fellows especially in universities without Ph.D. programs; b) that universities hire young post-doctoral graduates on a term basis.

RECOMMENDATION 13

We recommend that the rationalization of graduate education which is being carried out should continue subject to the following conditions: a) that at the master's level in academic disciplines there should be no restrictions other than that of the quality of the students admitted. There should be no restrictions on the numbers of part-time students. Such students are already employed or are housewives and a large proportion are enrolled in graduate studies for their own personal development; b) that master's level professional programs be permitted to enroll a substantial percentage (20 percent or higher) more students than are projected to be needed in the profession. The rationale for this higher number is three fold: trained personnel create demand, the education of intelligent people is transferable to other situations, and accurate predictions of needs are difficult to make; c) that doctoral programs, to the extent that they are of a professional character, be controlled in the light of the situation that is likely to prevail in the 1990's and afterwards, i.e., increased number of students and increased number of replacement positions because of retirements and deaths of the aging faculties. In this respect the provincial and federal governments must seriously consider supporting young post-doctoral researchers.

RECOMMENDATION 14

We recommend that the universities, in conjunction with provincial and national organizations of universities and with representation from adult learners, engage in the study of the mechanisms and structures needed in the provinces and in the universities and colleges to respond to the variety of needs of the clientele for continuing education.

RECOMMENDATION 15

We recommend that in each province a group be established under provincial government auspices to co-ordinate and regulate continuing education for the province, to supervise certification procedures, to recommend and allocate funding, and to take responsibility for the equitable distribution of learning opportunities geographically and with special consideration for disadvantaged groups.

RECOMMENDATION 16

We recommend that degree programs on a part-time basis, both graduate and undergraduate, be considered as much a responsibility of the university as full-time programs, and that sufficient resources be allocated to part-time programs to ensure that they will be given in a systematic way.

RECOMMENDATION 17

We recommend that each provincial government provide special funds for "outreach" education, giving consideration to allocating funds to the groups needing special services so that they can purchase such services from the post-secondary institutions. The federal government should provide similar allocations to the native people and other groups in the Northwest Territories.

RECOMMENDATION 18

We recommend that the federal government make part-time students eligible for assistance under the Canada Student Loans Plan, and that provincial governments make part-time students eligible for provincial bursary/loan plans.

RECOMMENDATION 19

We recommend that there be planning and coordination between universities and community colleges in continuing education in the same geographical area, so that each will offer the courses thar are appropriate to its function, thus avoiding duplication.

RECOMMENDATION 20

We recommend that universities ascertain that there is a range of courses on Canadian subjects available in their continuing education programs.

RECOMMENDATION 21

We recommend that universities and/or provincial organizations of universities take the lead in improving communications with the colleges and other groups in the post-secondary education sector at both the provincial and local levels. The responsible provincial authorities should be encouraged to sponsor or at least assist in these efforts to ensure better planning and coordination.

RECOMMNENDATION 22

We recommend: a) that the universities and colleges, especially at local levels, establish joint discipline committees to study the characteristics and design of the programs in each disciplinary area with a view to discovering possibilities for transfer with procedures for specific cases; and, b) that universities consider providing links after the completion of certain college programs to specific university programs.

RECOMMENDATION 23

We recommend that individual universities and colleges explore seriously the feasibility of developing joint programs in suitable fine and applied arts and technological fields.

RECOMENDATION 24

We recommend that where special expertise and programs have been developed by the colleges to help provide remedial and academic upgrading instruction to their students the universities arrange to make such programs available to their students.

RECOMMENDATION 25

We recommend that universities and colleges, either by region, by province or by local area, consider together their respective roles and the purposes of each of their programs, that they clearly establish both entrance requirements and program characteristics so that incoming students will have sufficient data on which to base informed choices.

RECOMMENDATION 26

We recommend that the AUCC sponsor a similar study to those of the COU to determine the extent to which students in some parts of the country are denied the opportunity to attend professional schools that exist only in other parts of the country.

RECOMMENDATION 27

We recommend that a system of national scholarships be established for which students in undergraduate programs with a high level of academic achievement would be eligible to study in a province other than their own, that the AUCC and the Department of the Secretary of State determine ways in which students might be accepted, and that universities cooperate in such a program.

RECOMMENDATION 28

We recommend that the AUCC encourage its member institutions to develop procedures which would ensure that students from all parts of the country would be considered for their specialized programs, and to make efforts to develop more flexible admission policies so that it would not be too difficult for a student to transfer credits from one institution to another.

RECOMMENDATION 29

We recommend that the AUCC encourage its member institutions to work together on a regional basis to avoid unnecessary and expensive duplication of programs.

RECOMMENDATION 30

We recommend that a National Institute of Higher Education be established, to be funded by the federal and provincial governments, which would use such resources as those of Statistics Canada to conduct research, to define areas of concern, and to provide facts and analyses of them to the Council of Ministers of Education, Canada.